



GOVERNMENT OF BOMBAY

Primary Education in the State of Bombay

A Report on
Integration and Development

VOLUME I
GENERAL, ADMINISTRATIVE AND FINANCIAL
PROBLEMS

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IN THE STATE OF BOMBAY**

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VOLUME I

**GENERAL, ADMINISTRATIVE AND FINANCIAL
PROBLEMS**

MEMBERS OF THE COMMITTEE

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Shri R. G. PARANJPE,

Dr. A. G. SONAR,

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Shri B. R. KOLATKAR, *Member-Secretary.*

FOREWORD

We have great pleasure in submitting the First Volume of the Report of the Integration Committee for Primary Education. It deals with all topics relevant to the enactment of a new law for the administration of primary education.

2. This Committee was appointed under G. R., E. D., No. PRE. 7057 of 14th January, 1958. We could, however, begin our preliminary studies only on 30th January, 1958 when the Secretary joined his duties and our work started in earnest only after 24th March, 1958 when the necessary additional staff was appointed and joined duties.

3. Our work was divided into four stages :—

(a) *First Stage*.—This stage lasted from 8-10 February when our first meeting was held to 25-27th April when our general questionnaire was finalised. During this period, the Secretary and the member representing the region toured together in the new regions and collected the basic data required for the work of the Committee. The Secretary also prepared detailed notes on the conditions and problems of all the regions added to the State in so far as the provision and administration of primary education is concerned. A brief questionnaire was addressed to a number of persons in the new regions and their replies were carefully analysed. All the data thus collected were studied by all the members and it was on their basis that a general questionnaire was issued by the Committee in May, 1958.

(b) *Second Stage*.—During this stage, the Committee visited Marathawada (22-27 April), Saurashtra (9-10 June) and Vidarbha (14-17 July) and studied the problems on the spot. It met the Officers of the Department, Principals of Training Colleges, representatives of municipalities, primary and secondary teachers and selected educationists and discussed the problems of integration and development in all their aspects.

In the meanwhile, the replies to the questionnaires issued by the Committee were received and analysed. On the basis of these replies and the personal discussions held, a tentative plan of integration and development was prepared, as a basis for future discussions, by the 15th of July, 1958.

(c) *Third Stage*.—During this stage, the Committee toured intensively in all parts of the State and held sessions in Aurangabad (19-22 July), Poona (4-7 August), Bombay (8-11 August), Vidarbha (9-15 September), Gujarat (25-30 September), Saurashtra (1-5 October) and Kutch (6-7 October). In this tour, the problems of integration and development as well as the tentative proposals of the Committee were discussed with a large number of persons in each region. They included members of the legislature, representatives of local bodies and School Boards,

educationists, social workers, representatives of primary and secondary teachers, managers of private primary schools, representatives of training institutions, officers of the Department, and workers in the field of social and pre-primary education. These discussions were of the greatest use to us in finalising our proposals.

(d) *Fourth Stage.*—During this stage, the Report of the Committee was drafted and finalised. The drafting of the Report was commenced on 14th of October and completed on 28th November. Seven Chapters of the Report were finalised at a meeting held at Gargoti from 29th October to 2nd November and the remaining 13 Chapters and seven appendices were finalised at Poona and Mahabaleshwar between the 3rd and 11th of December, 1958.

4. Some idea of the volume of work done by the Committee can be had from the fact that it held 14 meetings lasting for 59 days, toured in the State for 42 days in all, held discussions with and recorded the evidence of 274 persons, organised 29 meetings and conferences which were attended by 234 persons and studied the replies to its questionnaire from 749 individuals and associations.

The Committee also had intensive and prolonged discussions with the Examiner, Local Fund Accounts and his officers and discussed even the draft Report with them and with all the top-ranking officers of the Education Department.

5. The Committee wishes to place on record its grateful thanks to—

(a) Shri S. S. Bhandarkar and Kumari S. Panandikar for giving all possible assistance to the Committee in its work ;

(b) Dr. A. G. Powar and Shri V. H. Bhanot for assisting the Committee in its deliberations and in working out all the administrative and financial implications of its proposals ;

(c) Sarvashri D. L. Sharma, N. M. Shukla and U. R. Seolekar, the regional Deputy Directors of Education, for all assistance rendered and trouble taken in arranging the tours of the Committee in their areas ;

(d) Shri B. L. Jain, the Examiner, Local Fund Accounts, Bombay, and his colleagues for valuable guidance in all financial matters ;

(e) Shri G. S. Dhar and Shri D'Mello for supplying all the statistical data required ;

(f) Shri J. D. Trivedi for unique and invaluable assistance in preparing the grant-in-aid proposals ;

(g) all local bodies who have offered extremely valuable co-operation in these endeavours ;

(h) all officers of the Department—the Educational Inspectors, the Administrative Officers, the Deputy Educational Inspectors, the Principals of Training Colleges, the Assistant Deputy Educational Inspectors and others who assisted the Committee in its work and made its tours pleasant and successful ;

(i) all persons and associations who replied to the questionnaire, discussed problems, gave evidence, or helped the Committee in some way or another in its work ; and

(j) to Shri B. R. Kolatkar, the member Secretary and the other staff of the Committee who worked very hard to make its work enjoyable, quick and efficient.

J. P. NAIK.
D. R. MANKAD.
R. G. PARANJAPE.
M. R. PATEL.
A. G. SONAR.
J. A. VAKIL.
B. R. KOLATKAR.

Bombay, 12th December 1958.

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CHAPTER I

PROBLEMS AND PRINCIPLES OF INTEGRATION.

With the creation of the bigger bilingual State of Bombay on 1st November 1956, five distinct regions were brought under one administration. They are :—

- (a) The area of the old Bombay State which consists of 24 districts, viz., Greater Bombay, 13 Marathi Districts and 10 Gujarati Districts;
- (b) Five districts of Saurashtra which was a part B State prior to reorganisation;
- (c) Kutch which was a part C State prior to reorganisation;
- (d) Eight districts of Vidarbha which was formerly a part of Madhya Pradesh; and
- (e) Marathawada which consists of five districts of Hyderabad—a former part B State.

2. *Complexity and Heterogeneity of the Existing Administration of Primary Education.*—Each of these regions had its own peculiar system for the administration of primary education. The new State of Bombay is, therefore, now called upon to administer primary education according to five distinct systems which differ from one another in several significant respects. Each one of these differences will be described and discussed in detail in the appropriate context in the later sections of this Report and it is unnecessary either to anticipate or to repeat that description and discussion here. Nevertheless, it is desirable to state a few significant differences at this stage in order to show the urgency and complexity of the problems of integration.

(a) The legislation applicable to primary education now varies from region to region and every region (except Kutch) has its own Primary Education Act.

(b) (The length of the primary course also varies from region to region. In the old Bombay State, the duration of the primary course is spread over seven years which are sub-divided into four years of lower primary and three years of upper primary.) A public examination is held at the end of Standard VII and is known as the P. S. C. Examination. (In Saurashtra the ordinary primary schools have a seven years' course as in Bombay; but the basic schools have an eight years' course and the *Shalant* Examination (which corresponds to the P. S. C. Examination of Bombay) is held at the end of Standard VIII and not at the end of Standard VII) (In Kutch, the primary course is spread over eight years—an Infant Class and Standards I—VII as in Bombay. In Vidarbha, the primary course is of four years only—Standards I—IV. In Marathawada, the primary course is spread over five years—an Infant Class and Standards I—IV.)

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(c) (The syllabii of primary education also vary from region to region and some of their differences are extremely significant. This is particularly so with respect to the teaching of English.) In Bombay, no English is taught at the upper primary stage. In Kutch, English is taught in Standard VII of all schools except girls' schools. In Saurashtra, English is permitted on an optional basis in Standard VII of ordinary primary schools, although only a few urban schools take advantage of the option. The official course of primary education in Vidarbha ends at Standard IV. But it has a middle school course of four years which follows it and which may be taken as the equivalent of the upper primary course in Bombay. The middle schools of Vidarbha are of two types—the Indian Middle Schools and the Indian English Middle Schools. The Indian Middle Schools generally make provision for the teaching of English, but leave it optional to the students to study it. In practice, however, more than 90 per cent. of the boys do opt for English. In the Indian English Middle Schools, the study of English is compulsory. In Marathawada also, the official course of primary education ends with Standard IV. But it is followed by a middle school of three years (Standards V—VII) which corresponds to the upper primary course of Bombay but in which English is taught as a compulsory subject.

(d) (The extent to which local bodies are associated with the administration of primary education as well as the manner of their association vary from region to region.) In Bombay, a complicated system has grown up during the last hundred years. The Bombay Corporation has been given almost exclusive control over the administration of primary education in the City of Bombay and a good deal of special legislation has been passed for the purpose. All the other bigger and richer municipalities are called 'authorized municipalities'. They are given wide powers to control primary education and receive a grant-in-aid not exceeding 50 per cent. of their approved expenditure. The remaining municipalities are called 'non-authorised municipalities'. They pay a contribution for primary education on the basis of their property-tax but have no effective association with the administration of primary education. In the rural areas as well as in the areas of the non-authorised municipalities, the authority to administer primary education is vested in School Boards which are created separately for each district. Their character is practically advisory and about 95 per cent. of their expenditure is provided by Government as a grant-in-aid. In Saurashtra, District School Boards have been created a little before integration, but these are fundamentally different than the District School Boards in Bombay. The major differences are two—(i) The Saurashtra School Boards manage the entire primary education within their district including that within the areas of all municipalities, and (ii) all the Government Inspecting Staff in the district has been transferred to their control, while in Bombay, this is still retained by Government. The municipalities in Saurashtra, therefore, make no contribution to

primary education nor have they been associated with its administration in any way. In Kutch, the entire administration of primary education is vested in Government. No municipality has any authority over it nor makes any contribution towards its expenditure. The District Board in Kutch, however, maintains a large number of elementary primary schools known as *Samanya Dnyana Shalas* which form a very interesting experiment. In Vidarbha, every municipality is treated as an authorised municipality. It has large powers of control over primary education—larger even than those given to the authorised municipalities in the old Bombay State—and receives 50 per cent. of its approved expenditure as a grant-in-aid. There are no District School Boards in Vidarbha but each Tehasil is in charge of a local body called the *Janapad* and every *Janapad* manages primary education within its area. In Marathawada, the municipalities, make no contribution for primary education nor are they associated with its administration. The District Boards, on the other hand, incur some expenditure on the construction of primary school buildings. But beyond this, the entire administration of primary education is carried on by Government and the whole expenditure is also borne out of State funds.)

It is hardly necessary to continue these comparisons further. The few illustrations given above will show how each region has a unique system of its own for the administration of primary education and how one system differs markedly from another. As Government has decided to maintain the *status quo* in every region, the present administration of primary education in the State of Bombay has become extremely heterogeneous and complex and is resulting in delays and several other inconveniences.

3. *Different Levels of Development attained in each Region.*—It is not only in the system of the administration of primary education that the five regions of the Bombay State differ from one another. Even the level of expansion and development reached in a region is markedly different from that in another.

(a) The first step in every programme of universal primary education is to provide every village with a school. Even on this elementary basis, the regions present marked differences. The Saurashtra region is the most advanced. The total number of rural habitations within its five districts is 4,557. Of these, 3,719 habitations have one or more primary schools situated within them; the educational needs of 386 habitations are met by a primary school situated in a neighbouring town or village. In other words, the number of habitations which have no educational facilities whatsoever is only 452 out of a total of 4,557. The population which has no educational facilities is only 78,775 out of 27,51,763 which works out 2·8 per cent. The area of the old Bombay State comes next in order of expansion but is very close to the standard already attained in Saurashtra. In Marathawada, on the other hand, the progress of

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education has been most backward. Out of a total of 9,165 rural educational facilities. The number of habitations which is still per cent. of the total) and the population which remains without rural population). The marked variations in this respect are shown

TABLE

Rural Habitations and population

Serial No.	Region.	Total No. of habitations.	Total No. of habitations with educational facilities in them.	Total No. of habitations whose educational needs are met by a school in a neighbouring habitation.
I	2	3	4	5
1	(a) Greater Bombay ..	82	44	6
	(b) Marathi Districts of the old Bombay State.	31,788	17,014	10,664
	(c) Gujarati Districts of the old Bombay State.	16,350	10,099	4,101
	Total ..	48,220	27,157	14,771
2	Saurashtra ..	4,557	3,719	386
3	Kutch ..	1,029	590	101
4	Vidarbha ..	13,180	5,588	3,511
5	Marathawada ..	9,165	3,474	1,443
	Grand Total ..	76,151	40,528	20,212

habitations in this region, 4,917 have been provided with some without any educational facilities whatsoever is thus 4,248 (or 46·3 per cent. of the total population) and the population with any educational facilities is 11,13,600 (or 24·84 per cent. of the total population) clearly in the following table :—

No. I(1).

provided with schools.

Total No. of habitations which have an educational facility of some type.	Total No. of habitations which have no educational facility whatsoever.	Total rural population of the region.	Total population in the region which has no educational facility whatsoever.	Percentage of rural habitations with educational facilities to total rural habitations.	Percentage of rural population without educational facilities to total rural population.
6	7	8	9	10	11
50	32	1,45,498	27,283	60·9	18·7
27,678	4,110	1,26,67,919	5,59,321	87·0	4·4
14,200	2,150	84,72,998	3,76,085	86·8	4·44
41,928	6,292	2,12,86,415	9,62,689	86·9	4·5
4,105	452	27,51,763	78,775	90·1	2·8
691	338	4,56,535	46,578	67·1	10·35
9,099	4,081	59,72,078	7,42,062	69·0	12·43
4,917	4,248	44,84,072	11,13,600	53·6	24·84
60,740	15,411	3,49,50,863	29,43,704	70·7	8·4

(b) Another manner in which the level of expansion of primary education can be measured is to compare the total enrolment in primary schools and its proportion to total population. Even when this Standard is adopted, it is found that the regions vary greatly from one another. The relevant statistics are given in the following table :—

TABLE NO. I(2).
Enrolment in Primary Schools.

Serial No.	Region.	Total enrolment in primary schools			Percentage of enrolment to total estimated population.
		Boys.	Girls.	Total.	
1	2	3	4	5	6
1	(a) Greater Bombay..	1,89,944	1,47,090	3,37,034	9.77
	(b) Marathi Districts of the old Bombay State.	13,79,145	7,24,867	21,04,012	11.5
	(c) Gujarathi Districts of the old Bombay State.	8,85,203	4,66,401	13,51,604	10.99
	Total ..	24,54,292	13,38,358	37,92,650	11.1
2	Saurashtra ..	2,54,195	1,10,398	3,64,593	8.20
3	Kutch ..	26,391	11,825	38,216	6.37
4	Vidarbha ..	4,44,830	1,86,740	6,31,570	7.7
5	Marathawada ..	2,11,966	48,838	2,60,804	4.7
	Grand Total ..	33,91,674	16,96,159	50,87,833	9.7

N. B.—For purposes of comparison, the enrolment shown here is the total enrolment in all schools classified as primary. In the area of the old Bombay State, it includes the total enrolment in Standards I-VII of primary schools and the same is true of Saurashtra. In some instances, Standards V-VII are run as part of a Secondary School and are also aided on that basis. The enrolment of these Standards is excluded from these statistics. In Kutch, the enrolment in the Infant Class and Standards I-VII is included. In Marathawada, all the enrolment in the Infant Class and standards I-IV is included. Besides, the enrolment in Standards V-VII (which are really Middle School Standards) is also included when these standards are run as a part of a primary school but not when they are run as a part of a Secondary School and are attached to Standards VIII-X. In Vidarbha, the enrolment includes all the enrolment in primary schools and Indian Middle Schools but not that in Indian English Middle Schools.

It will be seen from the above that the level of expansion varies from region to region. It is the highest in the area of the old Bombay State where it stands at 11.1 per cent. and the lowest in Marathawada where it stands at 4.7 per cent.

(c) Still another method of comparing the level of expansion and development of primary education would be to compare the number of primary teachers provided, the percentage of trained teachers and the ratio of pupils per teacher. The relevant statistics for each of the five regions are given in the following table :—

TABLE NO. I(3).
Primary Teachers.

Serial No.	Region.	Total No. of Primary teachers.	Population per Primary teacher.	Number of pupils enrolled per Primary teacher.	Total No. of trained teachers.	Percentage of trained teachers.	Number of women teachers included in column 3.	Percentage of women teachers to total number of Primary teachers.
1	2	3	4	5	6	7	8	9
1	(a) Greater Bombay	..	9,964	346	34	75.2	5,612	56.3
	(b) Marathi Districts of the old Bombay State.	54,340	334	39	31,868	58.6	9,078	16.7
	(c) Gujarati Districts of the old Bombay State.	33,732	366	40	16,229	48.1	6,864	20.3
	Total ..	98,036	346	39	55,586	56.7	21,554	22.0
2	Saurashtra	..	12,243	363	30	40.6	3,595	29.4
3	Kutch	..	1,059	566	31	22.2	256	24.2
4	Vidarbha	..	21,662	366	29	52.0	2,677	12.4
5	Marathawada	..	8,331	656	31	23.5	844	10.1
	Grand Total ..	1,41,331	371	36	74,007	52.4	28,926	20.5

N.B.—The teachers shown in these columns are those working in the schools classified as primary schools. These are the same schools from which the total enrolment was enumerated in the preceding table.

It will be seen from the above statistics that the liberality with which teachers are provided varies from region to region. The highest standard attained is in old Bombay State where there is one teacher for every 346 persons and the lowest in Marathawada where there is only one teacher for every 656 persons. Similarly, the percentage of trained teachers also varies from region to region. It is the highest in the area of the old Bombay State and the lowest in Marathawada and Kutch. Similarly, the extent to which the public takes advantage of the facilities provided for primary education also varies from one region to another. The best advantage appears to be taken in the area of the old Bombay State where the ratio of pupils per teacher is as high as 39 and the least advantage seems to be taken in Vidarbha where the ratio of pupils per teacher is as low as 29.

(d) These differences in the level of the development of primary education in the various regions would have been lost irksome if we had, under execution, plans calculated to equalise them in the near future. But a study of the Second Five-Year Plans of each region shows that this is not so, mainly because the existing Second Five-Year Plan of each region was prepared separately. The plan for the Bombay region is a part of the total educational plan of the old Bombay State. The plans for Saurashtra and Kutch were independently prepared and have now come to the new State of Bombay *in toto*. The plan for Vidarbha formed a part of the total educational plan of Madhya Pradesh and similarly, the plan for Marathawada was a part of the total educational plan of the old Hyderabad State. There is, therefore, no common underlying principle in all these plans. Their objectives are different; the amounts provided vary from region to region; the content of the plans as suggested by the schemes undertaken also shows marked variations; and the targets proposed to be achieved also differ radically from region to region. Equalisation of educational opportunity is a primary aim of a democratic administration and the successive Five-Year Plans of the different regions should really be so framed that each region would be brought up to a definite pre-determined level of development in a given time. Judged on the basis of this criterion, the present Second Five-Year Plans of the regions prove to be disappointing. The details of these plans will be examined in a later section. But the following table will show a broad comparison of their contents and targets :—

TABLE No. I(4).
Second Five Year Plan (Regional) for Primary Education.

Region.	1	2	3	Plan Provision per head.		6	7	8
				for Education as a whole.	for Primary Education.			
						No. of new primary schools proposed to be opened.	No. of additional primary teachers proposed to be sanctioned.	No. of additional pupils proposed to be enrolled in primary schools by 1960-61.
1. Old Bombay State area	..	8,07,67,700	3,69,66,600	2.6	1.2	....	8,130	7,05,000
2. Vidarbha	..	4,68,29,400	2,21,26,000	6.1	2.9	1,538	2,764	88,480
3. Saurashtra	..	4,81,47,000	3,20,33,000	11.6	7.7	4,875 classes.	4,875	1,77,166
4. Kutch	..	29,19,400	15,54,000	5.1	2.7	150	250 Teachers 100 School masters.	
5. Marathwada	..	2,02,23,000	91,47,750	3.9	1.7	1,254	2,080	1,96,425
Total	19,88,91,500	10,18,27,350	4.1	2.1	7,817	18,179	11,67,071

It will be seen from the above table that the amount of the total plan provision for education varies from region to region. It is the most liberal in Saurashtra (Rs. 11.6 per capita) and the least in the area of the Old Bombay State (Rs. 2.6 per capita). Marathwada is really the least developed region, but its total plan provision for education is only Rs. 3.9 per head of the population. Similarly, the emphasis placed on the development of primary education also varies from region to region. It is only in Saurashtra that about 70 per cent. of the plan provision is ear-marked for primary education. In Marathwada, on the other hand, only 44 per cent. of the total plan provision has been ear-marked for primary education, in spite of the fact that the development of primary education is the least advanced in this area.

Even in selecting schemes for the development of primary education, it is found that the emphasis placed on the expansion of primary education varies from region to region. Vidarbha has given the least importance to schemes of expansion and concentrated its attention on schemes of qualitative improvement. In the area of the old Bombay State, the Schemes of expansion have been high lighted while those for qualitative improvement have not been given the same emphasis. The result is that the number of additional pupils proposed to be enrolled in primary schools is as high as 7,05,000 in the area of the old Bombay State whereas it is only estimated at 88,480 in Vidarbha.

It will be seen from the few comments made above that the existing inequalities of educational development in the different regions are not likely to be diminished as a result of the Second Five-Year Plan. As things stand at present, there is every reason to assume that these inequalities would be greater in 1960-61 than what they were in 1955-56.

4. It is necessary to point out here that the recent reorganisation has accentuated the inequalities existing in the different regions and has led to a much greater discontent than in the past. Prior to the reorganisation, the educational development plan for Marathawada was a part of the plan of the Hyderabad State. The people in Marathawada, therefore, compared themselves either with the Andhra part of Hyderabad or if with the Karnatak part of Hyderabad. As the inequalities between these regions were not at all marked, the dissatisfaction was consequently less pronounced. But now the people of Marathawada compare themselves, not with the Andhra or Karnatak parts of the old Hyderabad State which were also very backward, but with advanced regions like those of the Marathi districts of the old Bombay State, or Vidarbha or Saurashtra. Consequently they feel their backwardness all the more under the present circumstances and their dissatisfaction with their lot is now keener than what it was ever before. (In preparing the proposals of integration, therefore, it is necessary to remember that the recent

reorganisation has brought backward regions in close association with advanced regions and has thereby accentuated the need of equalisation to a far greater extent than was ever contemplated when the Second Five-Year Plans were finalised for each region.)

5. *Psychological Aspects of Integration.*—Side by side with the problems arising from a diversity of administrative systems and the inequality of educational development to which some reference has been made in the preceding paragraphs, the recent reorganisation has created some psychological problems which have a close bearing on the type of the administrative set up to be created for the new Bombay State. Wherever we went in the State and whatever the group of people with whom we discussed our problems of administration in general and those of primary education in particular, we felt that there were certain common apprehensions in every region. In the areas of the old Bombay State, there was a general feeling that the recent addition of every backward areas was likely to affect their own progress adversely because a large part of the funds available would now have to be diverted to the less advanced areas in order to bring them up to the level already attained in the old Bombay State.) While such a procedure was not objected to, there was still a general feeling that it might lead to a slowing down of the progress in the areas of the old State itself. (The existence of such a feeling in the areas of the old Bombay State would lead one to presume that it would be counterbalanced by a feeling of hope and happiness in the new regions. But we found that this was not quite so. It is true that the new regions generally appreciate the advantages that they are likely to get by sharing the larger resources, both in personnel and finance, which a big State like Bombay can afford. But this appreciation of the advantages of integration was counterbalanced by a number of doubts and fears that have been raised simultaneously.) (Each one of the new regions is proud of its past traditions, has an individuality of its own and is extremely anxious to maintain that individuality even under integration with a big State like Bombay.) (How far can their individualities be understood and respected by the people and administrators in the old State of Bombay was the principal doubt expressed) to us everywhere. (Every region has inherited certain unique institutions or practices.) For example, there is the concept of *Lokashalas* and special institutions in Saurashtra; Vidarbha is very proud of its achievement in introducing free education till the age of 14 and also of its privilege of teaching English from Standard V onwards; and Marathawada desires to retain the special features of its system of primary education. How far and to what extent will such independent experiments, institutions or practices be permitted to continue in the new Bombay State, was another doubt expressed to us almost universally in every region. (In fact, the general feeling in the new regions seemed to be that integration meant, more or less, the extension of the Bombay system of administration and practices to other regions.

without paying much attention to local traditions or to local sentiments.) It is true that the Government of Bombay has broadly maintained the *status quo* in every region and has so far given no cause for this view.* But it is probably based on the experience of the past when the merger of a small area with another bigger area merely resulted in a heedless imposition of the administrative pattern of the bigger area on the smaller. This happened very frequently when the old Indian States were merged with the neighbouring States of the Indian Union and bitter memories of the so-called integration that then took place have not yet been forgotten. We are pointing out to the existence of this feeling, not with a desire to criticise what happened in the past, but rather with the object of emphasising the dangers that have to be avoided in the forthcoming process of integration if the bitter experience of the old "merger" is not to be repeated. The third general apprehension which we noticed related to the extent of decentralization that would be permitted in the new set up. What extent of independence would be permitted to each region to solve its own problems? To what extent would the people of each region be associated in determining the policies on educational matters? Whether the people living in a region would be able to have their grievances redressed through a local administrative machinery or whether they would have to look up to Poona and Bombay even for the solution of day-to-day and simple problems? These and such other questions seemed to dominate the minds of those who met and discussed the educational problems with us. In short, we felt that the public mind in each region is divided between two kinds of feelings—hope at the thought of being able to share the resources and administrative talent that can be available in a large organisation like the new bilingual State of Bombay and fears that regional freedom and individuality may cease to exist.) We have given our earnest consideration to this problem and have come to the definite conclusion that (these psychological factors will have to be taken into consideration and adequately provided for in the proposals of integration)

6. *First Principle of Integration : Creation of a new, simple and uniform system of Administration.*—The foregoing review of the existing conditions in the State will show the broad principles which will have to underlie the proposed integration of the existing system of primary education in the different regions. To begin with, we feel that integration should replace the existing heterogeneity and complexity of administration by a new, uniform and simple system applicable to the State as a whole.) But we also feel very strongly that the introduction of a uniform system should not imply a mere extension of the Bombay practices to other regions. The temptation to extend Bombay practices to other regions is ordinarily very strong. It is the Bombay practices which are the most familiar to the powers that be and it is these which they understand most. It is hardly a matter for surprise, therefore, that the Bombay

practices should ordinarily appear to be wiser and better than the practices in other regions which are unfamiliar and less known. But we would like to point out that exactly the same attitude is held by a large section of public opinion in all regions. We came across several persons in every region who knew the practices of their region alone and who, even after pleading that they did not know the practices in the other regions, still maintained that their own practices were the best and that they should be adopted everywhere. This general desire to maintain the *status quo* was fortunately counterbalanced by an equally general desire to bring about some changes or reforms. In every region, we also came across a number of persons who expressed dissatisfaction against several features of the existing administrative system and desired that it should be modified on certain lines. The cumulative effect of all this type of evidence on our minds was that it would be wrong to select any one of the existing systems of the administration of primary education, whether in the area of the old Bombay State or in any of the new regions, and to universalise it in the State as a whole. Such a measure may introduce uniformity in administration and do away with the existing complexity; but it would hardly amount to "integration".

7. As we look at the problem, *integration should mean the evolution of the most suitable system of administration after considering the advantages and disadvantages of every system now in vogue in each region of the State and after paying due regard to the different systems of administration that are in force in the various States of the Indian Union or even in other countries of the World.* Such an effort will not be regarded as an attempt to thrust the procedures and practices of one region upon the others. It would, therefore, be welcomed by every region and it is also obvious that it would be in the best interests of the cause itself. In making our recommendations, therefore, we have tried to guard ourselves against the facile inclination to generalise from the practices of the old Bombay State or from those of any other region. Instead, we have tried our best to consider the pros and cons of every existing practice in every region; we have also collected data and tried to study the administrative practices in primary education as they exist elsewhere; and we have recommended the adoption of such administrative practices and procedures only as are justified by this careful and wide study of the problem. Consequently, our final recommendations borrow something from every region and also incorporate many ideas which do not exist in any region at present.

8. *Second principle of Integration : Emphasis on flexibility.*—The second principle of integration should be flexibility. This is particularly necessary in a big State. If the area under administration is small, the physical, social and economic conditions are likely to be the same everywhere and a uniform system of administration

is not likely to do any harm. But as the area under the administration of a State increases, the factors which influence education become more varied and complex and change greatly from one part of the State to another. The adoption of a uniform system, under such circumstances, creates many difficulties and inconveniences and the only way out is to allow a certain measure of flexibility so that each region can work out variations within permissible limits to suit its own peculiar conditions. This is absolutely essential in a big State like the present bilingual Bombay State. To begin with, we have two distinct linguistic regions. Then the physical, social and economic conditions vary largely from one part of the State to another. The traditions which the people have inherited and their common aspirations also vary from region to region. An administrative system with a very large amount of flexibility is, therefore, indispensable if education, which is so close to the lives of the people is to develop properly in every part of the State.

9. This principle of variety and flexibility was emphasised very greatly by several witnesses, particularly those belonging to the newly added regions of Vidarbha, Saurashtra and Marathwada. For example, Shri Panjabrao Deshmukh has said : "I hope you will not suggest any steam-rolling of the variations that exist to-day. The Government of Bombay and the members of the Committee should not forget that each of the new regions of the Bombay State is as big as countries like Norway and Denmark. It is, therefore, no use to force one idea on everybody, especially when the local feeling is strongly against the idea concerned". Sentiments similar to this were also expressed by several other witnesses. *We agree with these views and suggest that in the proposed plans for integration, there should be no undue emphasis on the creation of a mechanical uniformity of administration in all parts of the State.*

10. In fact, we feel that our emphasis should preferably be in the other direction. "Unity in diversity" is the characteristic of Indian culture and we feel that the same principle should be adopted in Indian administration also. *We should welcome diversity as essential for providing an administrative machinery suitable to the local conditions which vary largely from one part of the State to another and should recommend the adoption of uniformity only in those cases where diversity cannot be permitted in public interest.* In other words, our approach to the problem of integration must be from the basis of flexibility rather than from that of uniformity. We should not ask why uniformity should not be adopted in a particular field. On the other hand, we should always ask whether diversity may or may not be permitted in a given field and only when it is unequivocally established that diversity of procedures is likely to be harmful to public interest (or when any particular variation under investigation cannot be justified for some reason or the other), that we should think of adopting uniformity. |

11. We were very glad to find that Government was aware of this need and that, in the terms of reference given to us, we have been asked to propose "a uniform but flexible" system for the administration of primary education in the State of Bombay. In making our recommendations we have kept this directive constantly in view and have recommended flexibility wherever necessary.

12. *Third Principle of Integration : Balance between Centralization and Decentralization.*—The third principle of integration is that it should be based on a proper balance of the principles of centralization and decentralization. It is quite wrong to think that all centralization is bad and that all decentralization is good. "Matter out of place is dirt" and consequently whether centralization is good or bad depends, not so much upon the intrinsic merits or demerits of centralization itself, as upon the situation to which it is applied. There are certain matters where centralization is the only effective method for administration, while there are others where decentralization alone can give good results. In a balanced system of administration, therefore, centralization has to be introduced where it is necessary and decentralization has to be tried out in those areas where it can be expected to give good results. What often happens in practice is that a centralised system of administration is introduced in a field where decentralization ought to have been adopted and a decentralised method of administration is introduced in an area where centralization alone can give the desired results. It is this danger that has to be carefully avoided.

13. In a big administration like the new bilingual Bombay State, this combination of centralization and decentralization becomes extremely important. In certain fields, such as those of finance and administrative services, centralization would be absolutely necessary because it is only through such centralization that the advantages of the large financial resources of the big State and its competent personnel can be conveyed to every region. On the other hand, if such centralization is carried too far, there is the danger that every region will lose its individuality and local freedom. Decentralization, therefore, is also very essential and the people living in every part of the State have to be assured that they will have the freedom to solve their own local problems. Moreover, it is also necessary to remember that it is only through a properly balanced system of centralization and decentralization that the psychological problems to which we referred in paragraph 5 above can be successfully solved. *In making our recommendations, therefore, (we have adopted a balanced motto—centralization and uniformity in minimum fundamentals and decentralization and diversity in every thing else.)* In certain matters, as for example, in the finance of primary education we have treated the entire State as one unit and have even visualised a time when the whole of India would have to be treated as one unit. But in other matters,

like those which deal with the day-to-day administration of primary education, we have advocated a greatly decentralized system which would give freedom to the people of every area to solve their own local problems and would evoke local interest, local enthusiasm and local financial support for working out a programme of universal mass education.

14. *The Fourth Principle of Integration : Equalisation of Educational Opportunity.*—After all is said and done, administration is a means to an end and not an end in itself. It is necessary to have a uniform, simple and flexible system for administration for primary education. But the creation of such a system cannot be an end in itself. At best, it can be regarded as a means of bringing about equalization of educational opportunity in every part of the State in so far as primary education is concerned. The proposals of integration should, therefore, include, not only the creation of a new administrative pattern, but also a programme of developing the less advanced regions so that every part of the State is made to reach a definite pre-determined standard in the near future. The Educational panel of the Planning Commission recommended, in its meeting held at Poona, that the immediate goal before the country should be the introduction of universal, free and compulsory primary education for all children in the age group of 6-11 by the end of the third Five-Year Plan i.e. by 1965-66. This recommendation was considered by the Central Advisory Board of Education and by the Conference of all State Ministers of Education and both these bodies have endorsed it. Recently, it has also been tentatively approved by the Central Cabinet. *The immediate objective of the development of primary education in the Bombay State therefore should be to introduce universal, free and compulsory education for all children in the age-group of 6-11 by 1965-66.* The primary objective of integration should, therefore, be to work out a detailed programme for realising this goal. It should examine existing conditions in every region, ascertain the leeway which each region has to make in order to reach this goal, and work out a detailed programme of seven years in order to enable each region to reach the goal by 1965-66. We have kept this concept continuously before us in making our recommendations and a special section of this Report has been devoted to a discussion of the broad outline of the developmental programme for the State as a whole and also for a detailed consideration of the manner in which each region can be enabled to reach this goal within the prescribed time.

15. This emphasis on raising the under-developed areas the minimum standard of attainment prescribed for the State as a whole should not be interpreted to mean that there would be no other development whatsoever, during the period under review, in the areas where this minimum goal has already been reached. There are several parts of this State where compulsory primary

education has been provided for all children in the age-group of 7-11. Obviously, these areas are now ripe either (1) to undertake further programmes of expansion and even to introduce compulsory education in the age-group of 11-14 or (2) to plan for programmes of consolidation and improvement such as (a) raising the standard of education, (b) providing for medical inspection and treatment of school children, (c) provision of mid-day meals, (d) development of pre-primary education, (e) organisation of continuation education beyond 14 and (f) provision of pre-vocational or trade education, etc. It would be wrong to say that no such programmes should be undertaken in these developed areas until the more backward areas are brought on a par with them. It would also be equally wrong to tell these areas that their development would be slowed down very largely until the backward areas are fully developed. *A realistic programme of development of primary education should include schemes suited for all the areas of the State.* It should include some plans under which the advanced areas would be able to achieve some progress and also others whose primary objective would be to bring about a very rapid development of the backward areas as well. It should provide for a quantitative expansion in areas where the extent of such expansion is limited at present; but it should also provide for qualitative improvement, consolidation and some expansion even in areas where a good deal of quantitative expansion has already been achieved. Obviously, such a comprehensive plan is more likely to be useful for a big State like Bombay rather than one which highlights only a minimum programme of development for the backward tracts.

16. *We, therefore, recommend that in preparing the third Five-Year Plan of the Bombay State, care should be taken to see that (a) universal and compulsory primary education is introduced for all children in the age-group of 6-11 in all parts of the State and that (b) several programmes of consolidation and improvement are also simultaneously included in the Plan.*—Both these types of programmes would apply to all areas; but the exact emphasis to be placed on the quantitative or qualitative parts of the programme will vary from area to area, depending on the stage of development reached in the area concerned. If this is done, the apprehension that is now felt in some parts of the State regarding the future pace of educational progress will definitely cease to exist.

17. *Fifth Principle of Integration : Conservation of good Features in All Regions.*—The fifth principle of integration is to conserve all unique and good features of the administration of primary education in every region. In this category, we may include (a) the Vidya Mandir Scheme of Vidarbha, (b) the Marathawada experiment of running Urdu and Marathi Sections as parts of one school, (c) the Lokashalas Scheme of Saurashtra, and (d) the *Samanya Dnyana*

Shalas of Kutch. Similarly, every region has several interesting administrative practices which are worthy of adoption in the other parts of the State. For instance, the Grant-in-aid Code in Saurashtra provides for liberal financial assistance to experimental educational institutions; some of the single teacher schools in Kutch are teaching, not only the lower primary standards, but even the full-fledged primary course which covers eight years including the Infant Class and Standards I-VII. Vidarbha has tried the interesting experiment of Janapads which has succeeded in creating good public leadership at the taluka level. All instances of such good experiments, ideas and procedures which we discovered in the different regions have been noticed and discussed in their appropriate contexts in this Report. *We recommend that due care should be taken to conserve the good features of the administration of primary education in every region. These should be extended to other areas also, whenever possible or necessary.*

18. *Sixth Principle of Integration : Smoothening of Transition.*—The sixth principle of integration is that the adoption of the new system of administration should not lead to any undue hardship in the process of transition. All transitions are difficult and *it should be a part of every scheme of integration to devise adequate measures to make the transition smooth and easy.* In all our recommendations we have taken particular care to keep this principle in view. We have never been content merely to state a recommendation. On the other hand, we have always tried to visualise the transition from the *status quo* to the new procedure or practice suggested by us and have recommended, wherever necessary, such interim arrangements as would help to make the transition to the new order smooth and easy.

19. *Conclusion.*—The six principles of integration stated above are fundamental to the entire programme of consolidation and development which the Government of Bombay now desires to undertake in the field of primary education. As stated already, we have kept these principles continuously in view in making our recommendations and it is in the light of these basic doctrines that our recommendations in this Report have to be judged, whether individually or in the totality of their effect.

CHAPTER II.

THE DURATION OF THE PRIMARY COURSE.

It will be seen from the preceding Chapter that the principle objects of the present study are two :—

- (1) The evolution of a uniform but flexible system for the administration of primary education ; and
- (2) The preparation of a comprehensive programme of development of primary education including the introduction of universal, compulsory and free primary education (for children in the age-group of 6-11) in the State as a whole by 1965-66.

But before any of these problems can be discussed, it is necessary to decide two other fundamental problems, *viz.*,—

- (1) The duration of the primary course and its place in the pattern of school education at the pre-university level, and
- (2) the place of English in the syllabus of primary education.

We shall deal with these two problems seriatim in the course of this Chapter and the next.

2. *Present Position.*—To begin with, we shall briefly enumerate the existing patterns of school education in each region.

(a) *Area of the old Bombay State.*—In the area of the old Bombay State, the total duration of school education is eleven years. This includes an integrated primary course of seven years which is further sub-divided into four years of the lower primary (Standards I-IV) and three years of the upper primary (Standards V-VII). This is followed by a secondary course of four years (Standards VIII-XI). But in several schools, the secondary course is also of seven years and covers Standards V-XI. Thus Standards V-VII have a dual administrative status. They may form part of a primary school or of a secondary school ; but their syllabus is always the same and does not depend upon their administrative status. Finally comes a college course of four years which leads to the Bachelor's degree, although recently some universities have divided it into a one-year pre-university course and a three-year degree course. Thus the main features of the Bombay pattern are :—

- (i) There is an integrated primary course of seven years ;
- (ii) The secondary course covers a period of four years after the full primary course. But a pupil may branch off at the end of the lower primary course and join a secondary course of seven years ;
- (iii) Standards V-VII may form a part of the primary or the secondary course according to circumstances. This differentiation originated in those days when English used to be taught in Standards I-III (which correspond to Standards V-VII of to-day)

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of secondary schools. But it has continued even after the teaching of English was removed from this stage and the syllabii of both courses were made identical.

(iv) A pupil takes seven years to complete his primary course, eleven years to complete his secondary course and fifteen years to get his Bachelor's degree.

(b) *Saurashtra*.—The pattern of school classes is the same as in the area of the old Bombay State.

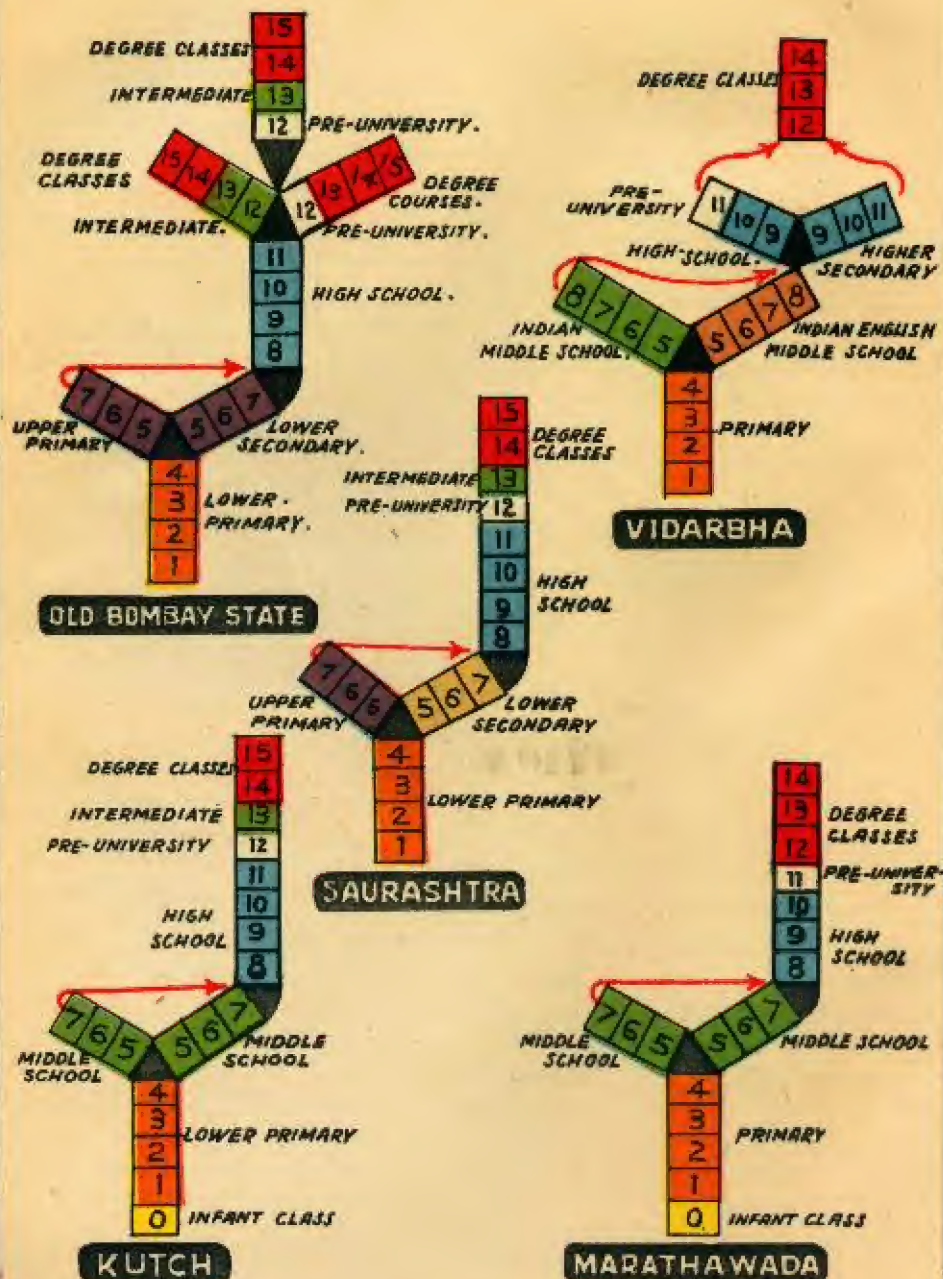
(c) *Kutch*.—Kutch still retains the Infant Class so that the duration of its lower primary course is five years as against four in the area of the old Bombay State. Similarly, Standards V-VII are called the Middle School and not upper primary or lower secondary. In all other respects, its pattern of school classes is similar to that in Bombay. So a pupil in Kutch requires eight years to complete the primary course, twelve years to complete the secondary course and sixteen years to take his Bachelor's degree.

(d) *Marathwada*.—The pattern of school classes in Marathwada includes (i) a lower primary course of five years (Infants Class and Standards I-IV) which is followed by (ii) a Middle School Course of three years—Standards V-VII. Then comes (iii) the secondary course of three years—Standard VIII-X. Hence a pupil in Marathwada takes eight years to complete the primary-cum-middle course, eleven years to complete his secondary course and fifteen years to take his Bachelor's degree.

(e) *Vidarbha*.—In the Vidarbha region, the total duration of school education was the same as in Bombay until very recently, i.e., a student had to complete eleven years of school education and four years at the University in order to get the Bachelor's degree. Recently, however, the pattern of school education has been remodelled to suit the requirements of a three-year degree course which has been adopted by the University of Nagpur. Under the existing system, there is a primary course of four years. This is followed by a middle school course of three or four years. The middle schools are of two types—the Indian Middle Schools which teach English on an optional basis and which provide a course of three years* and the Indian English Middle Schools where English is taught on a compulsory basis and which provide a course of four years. Then comes a High School course of two years at the end of which a public examination is held. This does not qualify a student to enter the University but it qualifies him for entering service. But a student may join a Higher Secondary Course of three years after completing his middle school course and, after passing another public examination held at the end of this course, may qualify himself for admission to the three-year degree course at the University.

*A very large number of these schools, we are given to understand, have also opened class VIII.

PATTERN OF SCHOOL CLASSES IN BOMBAY STATE



Similarly a student who has completed the High School Course of two years may join the pre-university course of one year and then qualify himself for admission to the three year degree course. If this is compared with the pattern in the area of the old Bombay State, the following differences will be noticed :—

(i) The upper primary course in Bombay is of three years whereas the Middle School Course in Vidarbha is of three or four years.

(ii) The High School Course in Bombay is of four years whereas the High School Course in Vidarbha is of two years only. But Vidarbha has a Higher Secondary Course of three years to which there is no counterpart in Bombay.

(iii) In Bombay, a student needs eleven years to complete his secondary course whereas in Vidarbha, he has to spend ten years only. Consequently, a student in Vidarbha can get the Bachelor's degree after fourteen years of study whereas a student in the area of the old Bombay State will have to put in fifteen years to do so.

A digramatic representation of all these patterns is given on the opposite page.

The above data regarding the duration of the various stages of general education can be summarised as shown in the following table :—

TABLE NO. II (1).
Pattern of School and College Classes.

	Duration of the stage in years in				
	Area of the Old Bombay State	Saurashtra	Vidarbha	Kutch	Marathwada
1	2	3	4	5	6
Infant class ..	...	...	...	1	1
Lower Primary or Primary.	4	4	4	4	4
Upper Primary or Middle.	3	3	4	3	3
High School ...	4	4	2	4	3
Higher Secondary or Pre-Univer- sity.	...	1	1	1	1
University. ...	4*	3**	3	3**	3
Total ...	15	15	14	16	15

*Where the three year degree course is introduced this is directed into one year of the pre-university course and three years of the degree course.

**The Gujarat University calls the first year of its four year's degree course as the pre-university years.

The following definite issues, therefore, arise from this comparative study :—

(a) What should be the duration of the lower primary course four or five years ?

(b) What should be the duration of the upper primary or middle school course—three or four years ?

(c) What should be the duration of the High School Course—two, three or four years ?

(d) What should be the duration of the Higher Secondary or pre-university course—one or two years ?

(e) What should be the total period required for obtaining the first degree—fourteen, fifteen or sixteen years ?

(f) What should be the character of the stage (b) above—should it be regarded as part of primary or secondary or both ?

3. *Total period required for taking the Bachelor's Degree.*—The most fundamental issue to be discussed in this connection refers to the total period required for taking the Bachelor's degree. It will be seen from the preceding discussion that this period is the highest in Kutch (sixteen years) and the lowest in Vidarbha (fourteen years). In all the other areas, it is fifteen years.

4. It appears that Kutch has not deliberately planned for the longest period. It will be recalled that even in Bombay, the total period required for taking a Bachelor's degree was sixteen years until 1947, when the Infant Class was abolished and the duration of the primary course was reduced to seven years. Kutch has always copied Bombay practices and, therefore, Kutch adopted the sixteen year period from Bombay several years ago. But the Infant Class has continued to exist in Kutch even though it has been abolished in Bombay. The sixteen years period prescribed in Kutch, is, therefore, more in the nature of a historical accident than the result of a deliberate plan.

5. We were rather anxious to ascertain the public opinion in Kutch on this issue. We, therefore, made it a definite point to ask the witnesses from Kutch whether they would like to continue

the period of sixteen years or to reduce it to fifteen or even fourteen. Every one of the witnesses categorically stated that the period of sixteen years was too long and that it should be reduced without any delay by the abolition of the Infant Class. There were some differences, however, regarding a further reduction. The majority of witnesses suggested that the total period for taking a Bachelor's degree should be kept at fifteen years while a few expressed the desire to have it reduced to fourteen.

6. It is, therefore, evident that Kutch cannot be a precedent in this case. But we would like to place on record that a few witnesses did argue before us that the total period required for taking a Bachelor's degree should be not less than sixteen years. In support of this view, they urged the following arguments :—

(a) The total period required for taking a Bachelor's degree is fifteen years at present. In spite of this long period, there are continuous complaints that the standards are falling. It is, therefore, evident that even fifteen years is not enough to produce a graduate of the type we need and that it is essential to increase the period further if proper standards are to be maintained.

(b) In most of the western nations, a student requires fifteen to sixteen years for taking the first degree. If our graduates are to be comparable to those from western universities, it is necessary that we should prescribe a somewhat longer period because our standard of efficiency is lower and because our students have to bear the additional load of studying English. Under these circumstances, it would appear that sixteen years should be the minimum period required for the Bachelor's degree.

(c) The total store of knowledge in the world is increasing and modern life is becoming more complex every day. We, therefore, need graduates who are much better prepared than those we produce at present. This can never be done by reducing the existing period of schooling; and the only national way to do so is to increase it to sixteen years at least.

7. We appreciate the academic force of these arguments. We would certainly have been very happy to recommend a total schooling of sixteen years if we could have been convinced of the practicability of the programme. But we feel that considerations of finance must rule out the proposal in the existing circumstances. The

increase of the total schooling period by one year would imply a public expenditure of crores of rupees and a very large increase in the personnel required. It would also imply a still larger expenditure by the parents who will be required to maintain their children at school for one additional year and a postponement of the time when the students will begin to earn. With these insurmountable obstacles in view, we cannot help feeling that the extension of the total period of schooling to sixteen years is impossible at present and that the only choice before us is to decide whether the total period of schooling should be continued at fifteen years or should be reduced to fourteen.

8. A number of persons who gave evidence before us contended that the existing period of fifteen years should not be reduced. They agreed that it was possible to remove a good deal of overlapping which occurs in our curricula at present and that it was possible to save a good deal of time by adoption of better methods of teaching. They agreed, therefore, that the reduction of the period of fourteen years would not necessarily result in the lowering of standards. Their emphasis, however, was on the fact that the existing standards were far from happy and that it was absolutely essential to raise them immediately. They suggested, therefore, that the total period of schooling should not be reduced and that all improvements possible in the syllabii and teaching methods should be carried out with the object of providing a better standard of education. In short, they recommended that it would be better to keep the existing period of schooling unchanged and to improve the standards than to reduce it by one year and thereby either continue the poor standards that prevail at present or even run the risk of a still further fall in them.

9. As against this view, the majority of witnesses who appeared before us, argued that it would be desirable to reduce the total period of schooling to fourteen years. They agreed that, on educational grounds, fifteen years would certainly be better than fourteen. But they emphasised that the reduction of the total period of schooling to fourteen years would not lead to any deterioration in the existing standards if the proposed changes in syllabii and teaching methods are carried out; and most of them were even certain that, in spite of this reduction, it was possible to improve the existing standards to some extent at least. We discovered, however,

that this group of witnesses did not really emphasise the educational aspect of the problem. Their strongest arguments were two : The first was financial and they pointed out that there would be an immense saving in expenditure to Government as well as to the public if the total duration of schooling is reduced by one year. Secondly, they pointed out that almost every State in India has either reduced its total period of schooling to fourteen years or is about to do so. They felt that in this fundamental matter the State of Bombay should not differ from the All-India Policy and argued that the total period of schooling in Bombay should also be reduced to fourteen years because almost every other State in the Union has done so.

10. The force of the first of these arguments is obvious ; but some elaboration is necessary to bring out the implications of the second. When it was argued before us that the pattern of school classes must be the same in all the States of the Union, we pointed out that such has never been the case throughout the history of modern education in India. The British Administrators allowed each Province to develop its own pattern of school classes and consequently, the total period for taking a Bachelor's degree has always varied from one part of India to another. If these variations have not led to any serious difficulties in the past, it would be justifiable to conclude, we suggested that there need be no uniformity either in the general pattern of school classes or in the total period required for a Bachelor's degree. But this argument was not generally appreciated and it was opposed on the following grounds :—

(a) In the past, the employment potential of the State Government was very large and that of the Government of India was comparatively limited. Hence, variations in the pattern of school classes did not create any difficulties as most of the graduates found employment in the States themselves. At present, however, it is the employment potential of the Government of India that really matters and every capable graduate from every part of India competes for some All India job. In such competitions, all graduates are deemed equal and no notice is taken of the length of the period over which they had to study to get the Bachelor's degree. Consequently a person who has spent 15 years for graduation finds that he has no special advantage for the extra year that is spent. On the other hand, he is one year older and has, therefore, one year less to compete with others than the person who has to spend only 14 years because the age-limits for Government services are the same for all.

(b) Exactly similar difficulties arise when graduates seek admission to important post-graduate courses run by the Central Government. Here too, the graduate who has spent a longer period in studies has nothing to gain on the academic side and something to lose on the score of his age.

(c) Ever since Independence, the different parts of the country are coming closer together through all the central services and central technical or post-graduate institutions. There is, therefore, a far greater need for a uniform pattern of school classes to-day than there ever was in the past.

11. As we look at the problem, these arguments, combined with the financial ones, really clinch the issue. There can be no two opinions regarding the desirability of a fifteen year course for the Bachelor's degree. But the force of circumstances in the country to-day is such that we feel the inevitability of the decision to reduce the period to fourteen years. We are, therefore, basing our proposals on the assumption that, for reasons beyond our control, the total duration of the educational course would be reduced to fourteen years.

12. *The duration of the Combined Course of Primary and Secondary Education.*—Once this fundamental point is decided the ground is cleared for determining the duration of the various stages that go to the making of this total period of 14 years. It is almost universally agreed that the degree course should cover a period of three years. This leaves us with a total period of eleven years for the primary-cum-higher secondary course; and, as there is an almost unanimous agreement on the provision of a pre-university course of one year, we are left only with a period of ten years for the primary-cum-secondary course. Within these limitations the mutual relationship of primary and secondary education will have to be planned.

13. *Desirability of the Middle School Stage.*—A preliminary question which arises here refers to the desirability or otherwise of the middle school stage. In Bombay and Saurashtra, there is no concept of a middle school and all school education is either primary or secondary. In Kutch, Vidarbha and Marathwada, however, the middle school stage forms the bridge between primary and secondary. Which of these two patterns is more desirable is the issue to be determined.

14. We are not in favour of continuing the concept of a middle school. Historically, the expression "middle school" came into use as the equivalent of an "incomplete high school". At that time, the objective of primary education was: (1) either to prepare for secondary education or (2) to impart literacy and consequently, it covered a period of 4 or 5 years only. All other schools were "secondary" and as most of them were not advanced enough to prepare students for the university, the expression "middle school" came into vogue to denote secondary schools of a lower order. Later on, when the duration of the primary course was lengthened to five, six or seven years, these standards began to be designated

as "upper primary" or "higher elementary" in some States and as "middle schools" in other. If they adopted a syllabus different from that of the lower secondary schools, they were described as "Vernacular Middle Schools" to distinguish them from the lower secondary schools which were called "Anglo-Vernacular Middle Schools" because they taught English in addition to the mother-tongue. These expressions have since been converted to "Indian Middle Schools" and "Indian English Middle Schools" respectively. But throughout this history, no attempt was ever made to define the objectives of middle school education and they remain undefined even to-day.

15. The middle schools, therefore, have had only an administrative justification for their existence so far and to-day, even that justification is disappearing very fast because there is a general agreement to lengthen the primary course to seven or eight years. If this reform is introduced, the middle schools will just disappear as separate entities. Moreover, the reorganisation proposed by the Government of India includes only two stages—primary and secondary—and the educational objectives of each stage have been separately defined. In accordance with these proposals, there would be no such stage as a middle school and wherever the new pattern is being adopted, the term middle school is tending to disappear. *We, therefore, feel that the Government of Bombay would also be well-advised to eliminate the term "middle school" and to adopt a system in which the entire period of school education is divided into two stages only—Primary and secondary.*

16. If this fundamental recommendation is approved, the following measures will have to be adopted to change the existing nomenclature of certain stages of education in the different regions of the Bombay State :—

(a) There is no middle school stage in the area of the old Bombay State and in Saurashtra. In both these areas, Standards V-VII are called "upper primary" when they form part of a primary school and "lower secondary" when they form part of a secondary school. The curricula for both these types of schools are the same; but their administrative status is different and they are also assisted at different rates of grant-in-aid. The abolition of the middle school stage, therefore, does not create any problem either in Saurashtra or in the area of the old Bombay State.

(b) In Vidarbha, the middle schools are of two different types. *We, therefore, recommend that the Indian Middle Schools should be integrated with the primary schools so as to form a single continuous integrated course.** In this new pattern, the existing

*It should be made clear that the integration that we have recommended here does not abolish their existing privilege to teach English on an optional basis.

primary schools should be designated as "lower primary" and the existing Indian Middle Schools should be designated as "upper primary". Similarly the *Indian English Middle Schools should be integrated with the High Schools or the Higher Secondary Schools* so as to form a single integrated course of six or seven years. In this new pattern, the Indian English Middle Schools should be designated as "lower secondary" schools.

(c) The same action may also be taken in Marathwada and Kutch. In this area, *all middle schools which are attached to primary schools should be amalgamated with them* so as to form a continuous course of primary education. In this pattern, the middle schools would be designated as "upper primary" schools.* Similarly, *all middle schools which are attached to High Schools should be integrated with the latter* and be designated "lower secondary" schools.

We do not foresee any major difficulty in implementing this reform which will make the nomenclature of the different stages of education uniform throughout the State and, at the same time, bring it in closer conformity with modern trends.

17. *The Infant Class.*—Another general question has to be decided before we take up the consideration of correlating primary education with the secondary, viz., the problem of the Infant Class. As things stand at present, the Infant Class exists only in Kutch and Marathwada. As we have stated elsewhere, the opinion in Kutch was unanimously in favour of the abolition of the Infant Class. In Marathwada also, the public opinion was overwhelmingly in favour of the abolition of the Infant Class. Only one or two witnesses suggested that it should be continued until provision for pre-primary education is made on a much wider scale than at present.

This evidence would lead one to suggest an unhesitating recommendation for the abolition of the Infant Class. We would have done so and would not have even discussed the subject in detail had it not been for the fact that the demand for the re-introduction of the Infant Class was put forward by several witnesses in the areas of the old Bombay State and Saurashtra. The existence of this demand has compelled us to discuss the desirability or otherwise of the Infant Class.

18. Those who supported the retention of the Infant Class in Marathwada or suggested its re-introduction in the area of the old Bombay State and Saurashtra based their recommendation on the following grounds among others :—

(a) The old Infant Class performed a very valuable service to primary education by providing a half-way stage where children

*These may teach English on an optional basis (*vide* Chapter III).

were accustomed to school life. It is the common experience in villages, and to some extent even in cities, that a child who is newly enrolled in schools is more irregular in attendance for the first three to six months. At the end of this period, he begins to take an interest in the life and work of the school. The period of his regular attendance starts thereafter and by the time he becomes well adjusted to school-life, a year is practically over. The Infant Class thus provides a good period during which a child is acclimated to school-life.

(b) It is necessary to provide pre-primary education for all children in the State as early as possible. Obviously, so vast a programme is ruled out for several years to come on financial grounds. In the meanwhile, therefore, the provision of the Infant Class would be a fairly good substitute for general pre-primary education.

(c) The Infant Class helps in reducing the large extent of stagnation which now occurs in Class I.

(d) The course now prescribed for Class I is extremely heavy and beyond the reach of the average child. Formerly, this course was completed between the Infant Class and Class I taken together. It would be desirable to go back to that system as early as possible.

(e) The lower primary course should cover a minimum period of five years. In Kutch and Marathwada, this concept has already been accepted because the lower primary course consists of the Infant Class and Standards I-IV. In the area of the old Bombay State, Vidarbha and Saurashtra, the lower primary course covers a period of four years only. It would be desirable to introduce the Infant Class in these areas also so that the duration of the lower primary course would be five years throughout the State.

19. We have given our earnest consideration to these arguments, but regret to state that we are not convinced by any or all of them. It is true that children shall take some time to get accustomed to school life and to develop a regularity of attendance. It is necessary to shorten this period as largely as possible by trying to educate parents, by making the primary schools more attractive, by the introduction of play-way methods in Class I on a much larger scale than at present, by the appointment of women teachers (preferably trained in the pre-primary education) in charge of Class I, by appointment of school-mothers, and by such other modern techniques. We shall discuss these in a later part of this Report. But to provide an Infant Class of one year duration in all the primary schools of the State with the only object of accustoming children to school life would be a colossal waste of time and money.

Secondly, we do not also agree that the Infant Class is a substitute for pre-primary education. The Infant Classes attached to

primary schools would ordinarily be large in size and the enrolment in each class would vary from 40 to 60. The teachers in charge of these classes would have received no training in pre-primary education. Most of them would be men and the equipment provided for such classes would ordinarily be far too meagre. To imagine that the instruction imparted under such conditions can be a substitute for pre-primary education is to deceive oneself. For several years in the history of modern education in India, Infant Classes were attached to primary schools in almost every State and the universal experience was that they simply became an additional class of the primary school and that they did not develop any resemblance to pre-primary classes. It was because of this failure that the Infant Classes were abolished everywhere—they do not exist now in any other State of the Indian Union—and it would be a great error to re-introduce them again on the same mistaken belief.

Thirdly, we do not also agree that the Infant Class reduces the extent of stagnation in Class I. It is true that, whenever the infant class is introduced, stagnation is reduced in Class I. But it occurs almost to the same extent in the Infant Class itself and the total extent of stagnation between these two classes taken together is even greater than that in the old Class I. The remedy is thus worse than the disease.

Fourthly, we do realise that the existing curriculum of Class I is a little on the heavy side. But the remedy for this, is, *not* the re-introduction of the Infant Class, but the deletion of certain portions by transferring them to Class II. We are discussing this in detail in a later chapter of this report.

Finally, we do not also agree that the issue of the Infant Class should be mixed up with the duration of the lower primary course. This question has to be discussed on its own merits. Even if the decision were to lengthen the duration of the primary course to five years, this should be done by adding a Class at the top and not by introducing the Infant Class at the bottom. In several States of the Union, the lower primary course consists of Classes I-V, but none of these States have introduced the old Infant Class. The Government of India has also recommended that the duration of the lower primary course should be five years; but this proposal does not include the re-introduction of the Infant Class. All things considered, therefore, we feel that there is hardly any justification either for the continuance of the Infant Class in Kutch and Marathwada, or for its re-introduction in other areas.

We, therefore, recommend that the infant classes should be abolished in Kutch and Marathwada as early as possible.

20. *The Duration of the Primary Course.*—If the Infant Classes in Kutch and Marathwada are abolished, and the middle school stage is eliminated by its integration with the primary or the secondary course, as the case may be, the total duration of the primary course in the different regions of the State would be as follows :—

(a) *Area of the old Bombay State.*—Here the total duration of the primary course would be seven years. This will be divided into two sub-stages—the lower primary of four years and upper primary of three years.

(b) *Saurashtra.*—The position in Saurashtra would be exactly the same as in the area of the old Bombay State.

(c) *Kutch.*—The position in Kutch will also be exactly the same as in the area of the old Bombay State.

(d) *Marathwada.*—The position in Marathwada also will be the same as in the area of the old Bombay State.

(e) *Vidarbha.*—The position in Vidarbha would be that the entire primary course would be spread over seven or eight years. This would be divided into two sub-stages—lower primary of four years and upper primary of three or four years.

It will, therefore, be seen that we have only to decide whether the duration of the primary course should be seven or eight years. This has been a controversy of long standing. It has been debated upon endlessly at the Government of India level and it has also been discussed at great length in almost every State of the Indian Union. We, therefore, do not propose to go into the detailed arguments on either side. We would only like to point out that the Government of India has not insisted on a primary course of eight years and that it has left the option to the States to decide whether their primary course should be of seven or eight years. We also desire to point out that several States have already decided to have a primary course of seven years only and even when they agree that the lower primary course should be of five years, they have divided their entire primary course on the $5 + 2 = 7$ pattern rather than increase the total duration by one year by adopting the $5 + 3 = 8$ pattern of school classes. In so far as the conditions in the Bombay State are concerned, it would be desirable to have a primary course of seven years only and, therefore, *we recommend that the total duration of the primary course should be fixed at seven years in all the regions of the State.*

21. It has already been shown above that the total duration of the primary course is seven years in all the areas of the State except in Vidarbha where it is eight years in all Middle Schools which conduct class VIII. We found that the public opinion in Vidarbha

itself was divided on the issue. Several witnesses who appeared before us expressed the view that, even in Vidarbha, the duration of the primary course should be reduced to seven years by the transfer of Class VIII to the Secondary stage. As we shall show presently, there are other valid reasons for the transfer of this class to the high school and it would be advantageous from every point of view, to do so. (See paragraph 23 below). We thus see no insuperable difficulty in giving effect to this suggestion even in Vidarbha. *We, therefore, recommend that the duration of primary course should be reduced to seven years in Vidarbha by the transfer of class VIII to the High School.*

22. When the above recommendations are adopted, the primary course would cover a period of seven years in all the regions of the State and would also be uniformly divided into two sub-stages—a lower primary of four years and an upper primary of three years. The only alternative that has to be examined in this context is the 5 + 2 pattern adopted in some States like Madras. Here the total duration of the primary course is kept at seven years; but the duration of the lower primary stage is lengthened to five years with a view to accommodate the recommendation made by the Government of India. We are not in favour of this pattern because we believe that, at the school level, no stage should be less than three years. This view was very strongly advocated by Shri D. R. Gadgil, who told us that all the evidence on the subject which he had been able to collect on the subject definitely showed that no worthwhile results are achieved in a period which is shorter than that of three years. He also challenged the necessity to lengthen the duration of the lower primary course to five years. He stated that the researches conducted by the Gokhale Institute of Politics and Economics in the Satara district have established conclusively that permanent, literacy is attained if a child spends more than three years at school. He, therefore, advocated that it would be desirable to keep the duration of the lower primary course at four years only. We agree with these views and *recommend that the primary course of seven years should be divided into two sub-stages—a lower primary of four years and an upper primary of three years.* This position is automatically created in all parts of the State if the recommendations made by us earlier are carried out. It is not, therefore, necessary for us to make any specific proposal on this issue.

23. We would also like to place on record another important reason which has led us to recommend the transfer of Class VIII in Vidarbha from the Middle to the High School stage. It is the contention of Shri D. R. Gadgil that no stage of school education should be shorter than that of three years. As things stand at present, the middle school stage in Vidarbha covers a period of four years but the high school stage covers only a short span of two years. If our proposal is accepted, the entire high school

course in Vidarbha would be divided into two stages—the lower and upper secondary—of three years each. We strongly feel that this pattern of 3 + 3 is much superior to the existing pattern of 4 + 2.

24. The foregoing argument has proceeded on the assumption that the only alternatives open to us are to fix the duration of primary education at seven or eight years. It is, however, necessary to state here that two other views were also urged before us by several witnesses and it is necessary to discuss them before we can proceed further.

25. The first view was that the duration of the primary course should be restricted to four years only and that the secondary course should cover a period of six years and the higher secondary, a period of seven years. It was argued that the modern trend throughout the world is to reduce the duration of the primary course and to lengthen that of the secondary course. In keeping with this trend, it was urged that the main objective of primary education should be to provide an adequate mastery over the fundamental tools of learning—reading, writing and arithmetic—and that the whole responsibility of preparing a child for citizenship, for work, and for life should be placed upon secondary education which is now being regarded as real nation-building education. We agree that such a principle can work satisfactorily in countries where, not only primary, but also secondary education is made compulsory. In such countries, the distinction between primary and secondary has almost disappeared and there is only an integrated general education course of ten years (or even longer) which is provided on a compulsory basis for every child. It is obvious that, under such circumstances, no harm can be done by reducing the period of primary education. But the conditions in India are entirely different. We are now talking of providing compulsory primary education for the age-group of 6-11 only. This is proposed to be achieved by 1965-66 and it would be several years later that we shall have compulsory primary education for the age-group of 6-14. The time when secondary education will be made compulsory in India is, therefore, so distant that we need not think of it at this stage. For several years to come, therefore, we can only speak in terms of compulsory primary education and, therefore, it would be a serious mistake to reduce the duration of the primary course at this stage. The analogy from the western nations which have made even secondary education compulsory for all children cannot be applied to the conditions that now exist in India. We are, therefore, constrained to opine that we cannot accept this view.

26. On the same basis of providing a longer period for secondary education as well as with a view to accommodating the demand for the re-introduction of English below Class VIII, some witnesses have urged that the duration of the primary course should be kept at five

or six years so that the duration of the secondary course would be five or four years and that of the higher secondary would be six or five years. The main argument put forward in support of this view was that such an arrangement would be convenient from the point of view of providing for the teaching of English below Class VIII. At present, the controversy about English centres round the two opposite views—one which opposes the introduction of English at the primary stage which covers (or should cover) the first seven years; and the other which desires to teach English for at least five or six years prior to university entrance. The supporters of this view, therefore, argue that, if the duration of the primary course is kept at five or six years, the higher secondary course would cover a period of six or five years and would be able to give an adequate command over English to the average student and qualify him for entrance to the University. We have examined this suggestion also from every point of view and have come to the conclusion that it cannot be accepted. We do not think that the duration of the primary course should be decided with reference to the attainments in English prescribed by the University. Primary education is the minimum education to be provided to every child on a compulsory basis in order to make him a good citizen of the democracy that we propose to create. The duration of primary education shall have to be fixed with reference to this objective and, we therefore, reiterate our decision that the duration of the primary course should be fixed at seven years.

27. *The Duration of the Secondary Course.*—If the decision to fix the duration of the primary course at seven years is taken, the duration of the secondary and higher secondary courses also gets decided automatically. As the total period of the primary-cum-secondary course is of ten years, the duration of the secondary course obviously comes to three years; and as the total duration of the primary-cum-higher-secondary course is eleven years, the duration of the higher secondary course comes to four years.

In our discussions with the representatives of secondary schools and other educationists, a view was put forward that this period of three or four years that is available for secondary education is too short and that some way should be found to lengthen it, if possible. We pointed out that secondary education must strictly be defined as adolescent education for the age-group of 14-18 and that even the Mudliar Commission has suggested that secondary education should be spread over three to four years only. This argument was usually met by a suggestion that, although the formal course of secondary or higher secondary education may cover a period of three to four years only, it would be desirable to keep a student for a longer time in a secondary school by permitting it to develop lower classes. We agree that this is a very useful suggestion and strongly recommend that secondary schools should be encouraged to develop

lower secondary classes and even lower primary classes. This will enable them to regulate the education of the students from a minimum period of six to seven years to a maximum period of ten to eleven years. We assume that, when secondary schools develop these lower classes, they would adopt the common syllabii prescribed by the Department for lower or upper primary classes. But we also feel that they should have the freedom to make such changes in them as they desire with the approval of the Department. These, however, are matters which fall within the purview of the Integration Committee for Secondary Education.

As we look at the problem, the secondary schools of the future will be of the following types :—

(a) *Higher Secondary School.*—This will provide an integrated course spread over four years and will prepare students for direct admission to a Higher Secondary Examination conducted by the State. On passing this examination, they would be admitted direct to the three-year degree course.

Some higher secondary schools will begin with class VIII only ; others might begin with class V and provide an integrated course of seven years spread over classes V-XI and some others may even begin with class I and provide an integrated course of eleven years spread over classes I-XI.

(b) *High Schools.*—These will provide an integrated course of three years (classes VIII-X) which will prepare students for a Secondary School Leaving Examination conducted by the State. This examination will not qualify a student for admission to the university ; but it will enable him to enter services or to join certain vocational courses. It will also enable him to get admission to a pre-university course of one year and then to join a degree course of three years.

Some High Schools will conduct only classes VIII-X ; others may conduct classes V-X and provide an integrated course of six years spread over classes V-X ; and some others may even provide an integrated course of ten years and conduct classes I-X.

If these arrangements are adopted, those who need or desire a longer period of secondary education can have it without reducing the duration of primary education.

28. *The proposed General Pattern of School Classes to be adopted in the State as a Whole.*—From the preceding discussion, the uniform pattern which we propose to be adopted in the State as a whole would become clear. For convenience of reference however we summarise its main features as follows :—

(a) There would be an integrated primary course of seven years (classes I-VII). This would be divided into two stages—a lower primary of four years (classes I-IV) and an upper primary of three years (classes V-VII).

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(b) A pupil may branch off to the secondary education at two points. He may leave the primary stage at the end of class IV, and join a secondary school which conducts an integrated course for classes V-X or a higher secondary school which conducts an integrated course for classes V-XI. If he does not do so and joins the upper primary course, he shall have the option to join the secondary course again after completing class VII. He may then join class VIII either of a secondary school or of a higher secondary school.*

(c) There would be a public examination at the end of class VII. This would not be compulsory and students may take it only if they so desire.

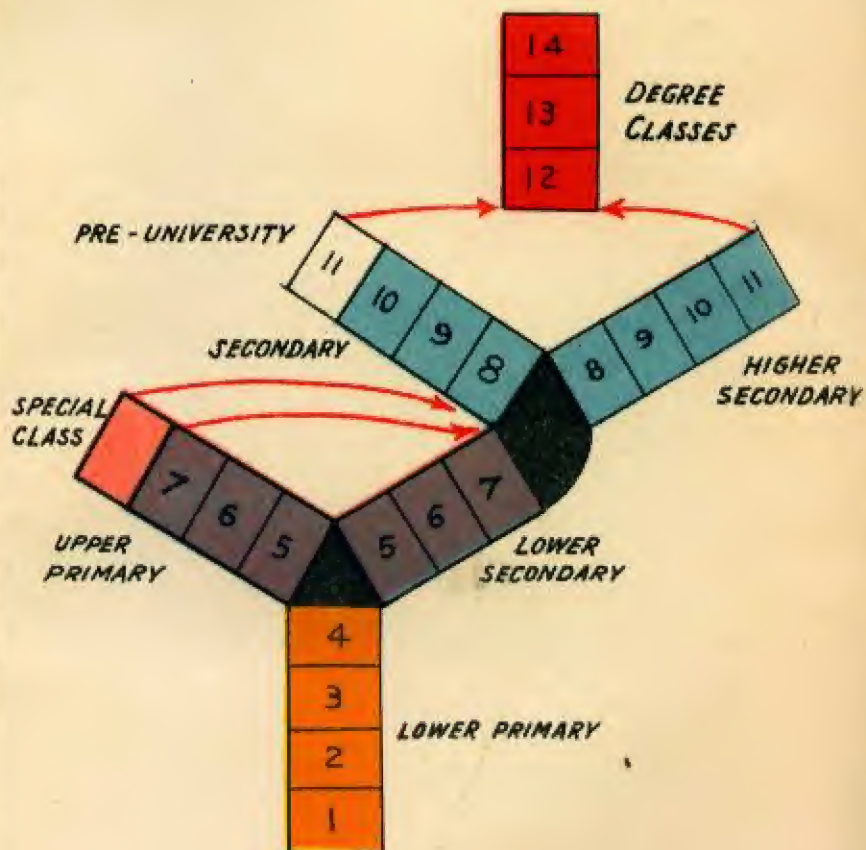
(d) Classes V-VII would be either upper primary or lower secondary depending upon the circumstances of the case. When they are integrated with the lower primary classes, they would form part of the primary course and would be designated as "upper primary". On the other hand, if they are integrated with the secondary or higher secondary course, they would be designated as "lower secondary". The administrative character of the upper primary classes would be different from that of the lower secondary in so far as recognition, grant-in-aid, etc., are concerned. The upper primary classes would be subject to the Primary Education Act and the rules made thereunder and the lower secondary classes would be governed by the Grant-in-aid Code for secondary schools.

(e) At the end of class VII, there would be a two-fold bifurcation again. One branch will cover the High School course of three years. There will be a public examination conducted by the State at the end of this course. A student who passes this examination shall be entitled to admission to the pre-university course of one year. The second branch will be the Higher Secondary Course which would cover a period of four years (Classes VIII-XI). At the end of this course, there would be another public examination conducted by the State. A student who passes this examination would be entitled for admission to the three year degree course.

A diagrammatic representation of this pattern is given on the opposite page.

* It is presumed that some adjustment would be necessary on his part to enable him to join the secondary school at this later stage. But we also presume that the necessary arrangements to help him to make this transition would be made by Government in due course. The exact nature of these adjustments will be discussed in the next Chapter.

PROPOSED UNIFORM PATTERN of SCHOOL CLASSES



29. *Measures Necessary to Adopt the New Uniform Pattern in All Regions.*—Having decided upon the new uniform pattern of school classes to be introduced in all the regions, the next problem is to determine the reforms needed to introduce this pattern in each region. Our proposals in this respect are given below :—

(a) *Area of the old Bombay State.*—Here only two changes are needed. Firstly, Government will have to prepare syllabuses for the secondary course of three years and the higher secondary course of four years. Secondary schools which satisfy the conditions laid down by Government in this behalf will be allowed to teach the Higher Secondary Course and they may conduct classes VIII-XI, or V-XI or even I-XI. All other Secondary Schools will be permitted to teach up to class X only and they may conduct classes VIII-X, or V-X, or even I-X. Secondly, the present S. S. C. Examination will have to be replaced by two examinations—one at the end of class X and the other at the end of class XI.

(b) *Saurashtra.*—The steps suggested above for the area of the old Bombay State would apply to Saurashtra. No other steps are needed.

(c) *Kutch and Marathawada.*—In addition to the changes at the secondary stage described in (a) above, which would also apply to Kutch and Marathawada the Infant Class which exists in these regions will have to be abolished.

(d) *Vidarbha.*—The only reform needed here is to transfer class VIII to the High School. Indian Middle Schools will, therefore, end with class VII only. Indian English Middle Schools also will have classes V-VII only. The High Schools will then have classes VIII-X and the Higher Secondary Schools will conduct classes VIII-XI.

It will be noticed that the reforms needed to introduce the new uniform pattern of school classes throughout the State are three only :—

(a) Abolition of the Infant Class in Kutch and Marathawada.

(b) Transfer of class VIII to the High School stage in Vidarbha ;
and

(c) The provision of the Secondary Course of three years and a higher Secondary Course of four years in the area of the old Bombay State, Saurashtra, Kutch and Marathawada.

The implications of the first of these reforms will be discussed in a later part of this Report. The other reforms fall within the purview of the Integration Committee for Secondary Education.

30. *Need for Uniformity.*—Before closing this discussion, we would like to raise one more issue which, in fact, was raised by a few witnesses. Would it be desirable to leave each region free to decide its own pattern of School Classes? Our considered opinion on the subject is that this is so fundamental a problem that no diversity can be permitted therein on a regional basis. In fact, we have already conceded the argument that, in this respect, it is even desirable to have uniformity in India as a whole. The question of granting freedom to the regions to evolve their own pattern of school classes does not, therefore, arise.

CHAPTER III

TEACHING OF ENGLISH AT THE PRIMARY STAGE.

One of the most controversial issues in the educational problems of the Bombay State refers to the teaching of English at the primary stage. We, therefore, propose to discuss it in detail in the course of this Chapter.

2. *Existing Position regarding Teaching of English at the School stage.*—If the existing position regarding the teaching of English in primary and secondary schools in the different areas of the State is closely analysed, it will be found that there is a uniformity of practice in three important matters :—

(a) English is not taught at the lower primary stage, i.e. upto and inclusive of Standard IV of the primary school, in any part of the State.

(b) English is also taught as a compulsory subject of study at the secondary stage, that is from Standard VIII onwards in every part of the State ; and

(c) English is not used as a medium of instruction at the secondary stage in any part of the State.

In spite of these similarities, however, there are very great differences regarding the teaching of English at the middle school stage, that is, at the upper primary or lower secondary stages, as the following brief notes will show :—

(a) *Area of the Old Bombay State.*—In this area, English is not taught at all at the middle school stage, that is, either in the upper primary or in the lower secondary schools. The upper primary and the lower secondary schools have, therefore, identical syllabii and the students can pass from one type of school to the other without any difficulty.

(b) *Marathwada.*—In this area, English is taught compulsorily at the middle school stage, that is, in Standards V to VII. Every school makes provision for the teaching of English and every student is under obligation to study it.

(c) *Vidarbha.*—In this area, the Indian English Middle Schools follow the same pattern as in Marathwada. That is to say, English is taught as a compulsory subject in Standards V to VII of these schools—every school making provision for its teaching and every student being compelled to study it. The Indian Middle Schools, on the other hand, may or may not make provision for the teaching of English. In practice, however, most of

them provide for the teaching of English ; but it is left optional to the students to choose or not to choose English as one of the subjects of their study. It is found that more than 80 per cent. of the students generally opt for English.

(d) *Saurashtra*.—In this area, it is permissible to teach English as optional subject in class VII ; and a few urban schools exercise this option. Otherwise, the position is exactly similar to that in the area of the old Bombay State.

(e) *Kutch*.—In this area, English is taught in class VII for boys' schools but not in class VII of girls schools. With this exception, the position is exactly similar to that in the area of the old Bombay State.

II. THE CONTROVERSY.

3. *The Controversy regarding the teaching of English in Classes V to VII*.—It would be recalled that even in the area of the old Bombay State, English occupied almost the same position which it now occupies in the Vidarbha area. At this time, the primary course consisted of seven standards—class I to VII and English was not at all regarded as a part of primary education. In the secondary schools, however, which began after Standard IV of the primary school, English was taught as a compulsory subject throughout the course of seven years, i.e. from Standard I to Standard VII. A child usually joined a secondary school in Standard I after completing Standard IV of a primary school. When he did so, no difficulties naturally arose. This was not very often possible, however, in rural areas where secondary schools did not exist and children had to complete class VII of a primary school without studying any English whatsoever. Even in urban areas, the children of poor parents could not often go to secondary schools where fairly heavy fees were charged and completed Standard VII of primary schools without studying any English. The children from rural areas as well as those of poor parents in urban areas were, therefore, generally placed at a disadvantage in continuing their studies beyond the primary stage. They could not be permitted to join Standard IV of the secondary schools because a fairly good knowledge of English—the equivalent of what the students who had entered the secondary schools in Standard I had picked up in three years—was required as an essential condition for admission. In order to remove this handicap, three steps were generally taken :—

(a) An attempt was made to increase the number of secondary schools in rural areas so that it became possible for an increasing number of rural children to join secondary schools after completing Standard IV of primary schools.

(b) Where it was not possible to open a regular secondary school in rural areas, an English class was often attached to the upper primary standards (Standards V to VII), if a local demand to that effect was made.* In such cases, a separate teacher was appointed for teaching English to the students in classes V to VII and special fees, which were generally much lower than those ordinarily levied in secondary schools proper, were charged for this privilege. The accounts of the class were kept separately and were not allowed to be mixed up with the Primary Education Fund of the District. This system had three advantages : firstly, these classes were cheaper than secondary schools proper to the local bodies which conducted them and to Government which aided them. Secondly, they were also cheaper to the parents who paid lower fees ; and thirdly, they also made the facilities for English education available in places where it would not ordinarily have been possible to organize regular secondary schools.

(c) A special English class of one year's duration was also organized for those children who had passed the P. S. C. examination without learning English. The entire time and energy of this class was devoted to the study of English and the students who passed its final examination (which was equivalent to that of Standard III of secondary schools) were allowed to join Standard IV of secondary schools and continue their education further. The students who joined the secondary school in this way lost one year, in comparison with those who joined it in Standard I. But it has to be remembered that this class was a great help to the rural boys in helping them to continue their education beyond the primary stage.

4. In March, 1948, the Government of Bombay took a very bold decision with regard to the teaching of English at the middle school stage. Inspired partly by the desire to reduce the undue importance which had been attached to the study of English under the British Rule and partly by the desire to eliminate the differences between upper primary and lower secondary standards as well as those between the rural and urban schools, it abolished the teaching of English in Standard I of secondary schools from June 1948. This policy was extended progressively to Standards II and III of secondary schools so that the study of English at the middle school stage was totally prohibited and a student passing out of the secondary school studied English for four years only—from Standard IV to Standard VII according to the old nomenclature, or from Standard VIII to XI according to the new nomenclature that was introduced at this time.

* A minimum enrolment of 15 to 20 students was expected in the class and sometimes, even the village people were required to pay a popular contribution.

5. This bold decision started a controversy on the subject and the wisdom of this reform has been continuously challenged since 1948. Recently, however, the controversy has become more bitter on account of several important considerations. To begin with, it was expected that Government of Bombay would follow up this reform by other allied reforms which were absolutely necessary for its success, such as the adoption of the regional languages in administration, their use as media of instruction in the Universities, and the development of technical terms, text-books and necessary reading material in the regional languages. But unfortunately, hardly any action was taken in this direction during the last ten years. Secondly, it was also expected that the other States in India would follow the lead given by Bombay and that English would soon come to occupy a secondary role in the educational systems of all the States in the Union. This hope also did not materialise. Some States took no steps whatsoever to reduce the importance of English while others made the teaching of English optional at the middle school stage—a change which meant very little in practice because almost every student did opt for English. Bihar was the only State which abolished the teaching of English at the middle school stage; but it has also gone back on the policy and recently reintroduced the teaching of English at this stage. Thus the reform introduced by the Government of Bombay has, contrary to all the original expectation, not been followed by any other State in India. Thirdly, the Government of India also did not live up to the expectations originally entertained. When this important step was taken, it was hoped that the Government of India would lend all its moral support to the reform and that it would also use its good offices to persuade other States to follow the lead. Unfortunately, the Government of India did not take any step in either direction during all these years; and recently, it has been actually disuading the States from any hasty attempt to reduce the time devoted to the study of English. The Universities also are decrying the fall in educational standards which they largely attribute to the students' inadequate knowledge of English and have recently begun to advise that the period devoted to its study prior to university entrance should be sufficiently long and not less than six years at least. This change of policy at the Centre and the greater emphasis that has now been placed on English by the University authorities have revived this controversy with great vigour. Fourthly, the recent reorganization of the States has brought in areas like Vidarbha and Marathwada where English is already being taught at the middle school stage, either on a compulsory or on a voluntary basis. Naturally, the Government of Bombay has continued the *status quo* in these areas in so far as the teaching of English is concerned. But even this provisional acceptance by the Government of Bombay of an educational practice which is fundamentally different from what prevails in the area of the old Bombay State has also helped to revitalise the old controversy and to strengthen the demand for the

reintroduction of the teaching of English at the middle school stage. For all these reasons, it is hardly a matter for surprise if the controversy over the teaching of English at the middle school stage has now flared up in a manner in which it never did in the past.

6. In all parts of the old State of Bombay, therefore, an insistent demand is now being put forward to the effect that the decision of 1948 should be immediately reversed and that the teaching of English should begin from class V. But the opposition to these views has also gathered strength and this demand is now stoutly opposed by several social workers and educators who argue that the really progressive lead given by the State of Bombay in respect of the teaching of English at the school stage should not be reversed under any circumstances. The question has come up before Government on a number of occasions in recent months; but Government has not been in a position to decide the issue for one reason or another.

7. It should not be supposed that this controversy is restricted to the area of the old Bombay State only. Saurashtra and Kutch generally follow the Bombay pattern of education. So these areas also adopted the Bombay decision to discontinue the teaching of English from classes V-VII. But as a consequence of the bitter controversies that have been going on in the area of the old State of Bombay, Saurashtra has not gone beyond that stage in Bombay where the teaching of English was permitted on an optional basis in class VII and, as stated already, the urban schools do use this option at present. Kutch (where English was taught compulsorily in classes V-VII) started with the abolition of English from class V and took a further step by abolishing it in class VI. In the meanwhile, the controversy in Bombay flared up. So Kutch held up the further extension of its programme and its schools still provide for the compulsory teaching of English in class VII.* In Saurashtra and Kutch, therefore, the position of the teaching of English is almost the same and, in both areas, there is now a demand—although it is neither as vocal nor as influential as that in the area of the old Bombay State—that English should be reintroduced from class V, at least in the urban schools. In Marathwada and Vidarbha, English is now being taught from class V—either on a compulsory or a voluntary basis. But here also, a similar controversy has started because some persons in these areas do hold the view that the teaching of English should be discontinued from Standards V-VII. They are a small minority, no doubt. But their views, combined with the prevailing pattern in the area of the old Bombay State, have made the people of Vidarbha and Marathwada apprehensive about their future and a strong demand is now being made to the effect that the Government of Bombay should *not* interfere with the existing position of the teaching of English in these areas. On the whole,

* As stated earlier, the girls' schools in Kutch do not teach English in Class VII.

therefore, there is a general demand in all parts of the State that the teaching of English at the middle school stage for which provision already exists in Vidarbha and Marathwada should not be disturbed and that it should be re-introduced in the area of the old Bombay State, Saurashtra and Kutch also as early as possible.

8. We would be failing in our duty if we were not to place on record the extent and gravity of this demand as it was placed before us in the course of our tours. In Marathwada, with the solitary exception of one or two persons, every one emphasized that English must be taught compulsorily in classes V-VII. In Vidarbha, the only exceptions were one or two managers of girls' schools and the workers of the Hindustani Talimi Sangh and all others insisted on the need of teaching English in classes V-VII either on a compulsory or on an optional basis. In Bombay Maharashtra the evidence was overwhelmingly in favour of the re-introduction of English. Even in Gujarat, we were surprised at the number of influential persons who voted for the reintroduction of English and the general impression we gathered was that, outside the pale of old constructive workers and Gandhian educators (the number of such persons is, of course, much larger in Gujarat than elsewhere), the majority opinion was in favour of the reintroduction of English in Class V. Everywhere in the area of the old Bombay State, all the secondary schools—except a few girls' schools—desire the reintroduction. The demand is very strong in cities and several corporations and municipalities have passed resolutions requesting a revision of the 1948 decision. Even in rural areas, the demand is strong in almost all parts. In Bombay Maharashtra, almost all the representatives of district school Boards demanded the reintroduction of English in classes V-VII. In Gujarat, the proposal was opposed by the representatives of some school boards and it was contended that the village people do not want English. But there were some who told us that this was not a correct picture and that, even in the villages of Gujarat, there was a demand for learning English. On the whole, therefore, we got an impression that the demand for the reintroduction of English in classes V-VII has spread to such proportions and has reached such a pitch that it would be wrong on the part of Government to ignore it any longer. Matters have obviously come to a head and it is extremely undesirable to prolong the present conditions of uncertainty, bitter controversies and unhappy agitations by delaying the decision. We, therefore, feel that Government should decide the issue finally by April next at the latest and, whatever the decision, its implementation should start from June, 1959 when the schools will reopen for the next academic year.

III. THE POSITION OF ENGLISH IN INDIAN LIFE AND EDUCATION.

9. *The Language Pattern evolved by British Administration.*—It is not possible to decide the position of English in our school education unless we relate the discussion to the position of English

as it ought to be in Indian life. The British administrators, as is well-known, went to one extreme and erred in giving English an undue importance and status in Indian Life. Their view of the problem is best exemplified in Macaulay. *He rightly emphasized the cultural value of English.* "Whoever knows this language", he wrote, "has ready access to all the vast intellectual wealth which all the wisest nations of the earth have created and hoarded". It is this argument that is now so often repeated and has come to be popularly known as 'the window on the world' theory. But that was not all. *Macaulay looked upon English as the ultimate national language for India.* In his days, the language which came nearest to the description of a national language was Sanskrit. It was in Sanskrit that the learned persons from different parts of India communicated with one another and the cultural traditions of the country were also rooted in Sanskrit literature. Macaulay desired that English should play the same role that Sanskrit did in the past. He wanted English to be the language of communication between the elite of the different parts of the country and he also wished that the Indian intelligentsia should look up to England and English literature for its cultural inspiration rather than to the ancient glories of India or the beauties of Sanskrit literature. "We must do our best", he wrote, "to form a class of persons, Indian in blood and colour, but English in talent, in opinions, in morals and in intellect". He also desired that *English should be the language of courts and administration* and he also laid it down that *English alone could be the medium of instruction for all superior education—secondary and collegiate.* It is true that he did not neglect the modern Indian languages altogether and that he did look forward to a time when Indians educated in English would 'refine the vernacular dialects of the country enrich those dialects with terms of science borrowed from the western literature..... and render them..... fit vehicles for conveying knowledge to the great mass of the population'. But he could at the most visualise these languages as occupying a secondary place—the first place of honour being always held by English.

10. Macaulay enunciated these ideas about 1835 and they were worked out, during the next hundred years, by the successive generations of British administrators and educators. The only modifications made in his policy were two: Macaulay had brushed aside the use of modern Indian languages in education on the ground that they were 'so poor and rude that..... it would not be easy to translate any valuable work into them'. But the Despatch of 1854 placed a greater emphasis on the developments of the modern Indian languages and said, "we look to the English-language and to the vernacular languages of India together as the media for the diffusion of European knowledge and it is our desire to see them cultivated together in all schools in India". Secondly, Macaulay had also brushed aside the study of Sanskrit on the plea that 'a single shelf of good European library was worth the whole native literature of

'India and Arabia'. But even his rhetoric could not alter facts or change the sentiments built up over centuries and Sanskrit was accorded an honoured place in education at the secondary and university stages as a classical language, although the traditional methods of its study were abandoned. Hence, the language pattern that was ultimately built up by the British administrators and educators in Indian life and education was as follows :—

(1) The First and the most important language was English. It was to be the language of courts and Administration at all but the lowest levels, a subject of compulsory study and the highest significance at the secondary stage, and the medium of instruction at the University stage. It was also to be the medium of international communication, and the one language of inter-state communication for the Indian intelligentsia. It was, in fact, to be the virtual national language for India.

(2) The second place was to be given to the modern Indian languages. They were to be used at the lowest level in administration and courts and as media of instruction at the primary and secondary levels. It is true that they were to be the channels of mass education ; but the British concept of mass education itself was very elementary.

(3) The third place was to be given to Sanskrit or other classical languages whose study was to be carefully cultivated at the secondary and collegiate stages.

In 1947, therefore, it was this three language formula of English—mother tongue—Sanskrit that we inherited from the British administration.

11. *The Language Pattern evolved by Nationalist Thought.*—Even while the British administrators were building up the language pattern described above, nationalist Indian thought which could not accept the official ideal of creating an intelligentsia of "Indians in blood and colour but English in talents, in opinions, in morals and in intellect", was evolving another language pattern for the country under the guidance of Mahatma Gandhi. Its main features have been briefly stated below :—

(a) The basic principle of this new pattern is that *English cannot and should not be the national language of India*. If English were to continue to hold the dominant place which the British people assigned to it, the consequences would be nothing short of a disaster of the highest magnitude. It would imply a farewell to democracy because power will ultimately remain in the hands of a small aristocracy of English-knowing Indians. It would also imply the eternal dwarfing of the modern Indian languages because no language can really develop unless the highest instruction on the earth is imparted through it and

unless it is used at every level in administration. It will further imply the perpetual enslavement of the Indian intelligentsia by British culture and we shall, at the most, be able to create a "lesser England" and not the "greater India" that we dream of. This statement should not be misunderstood either as mere chauvinism or as misconceived hostility to British culture. India is not hostile to any outside culture—British or otherwise—and, in fact, she would welcome, as she has always done, all cultural influences from all quarters. But in doing so, Indian culture must ever continue to remain Indian and seek only enrichment from outside contacts. As Mahatma Gandhi wrote, "I want the cultures of all the lands to be blown about my house as freely as possible. But I refuse to be blown off my feet by any".

(b) The second principle of this new pattern was that *the first place in administration and education should be given to modern Indian languages*. They must become the media of instruction at all levels, not excluding the university, and in all subjects. They must also be used at all levels of administration by the State Governments and even by the offices of the Central Government working in the States. The modern languages of India can come into their own and be developed fully only under these conditions.

(c) The third principle of this new pattern was that *Hindi should be developed as the national language of India*. It would be the principal language of inter-state communication, not only for the intelligentsia, but even for the masses. Every citizen of India should have a working knowledge of Hindi and it should form an integral part of the course of universal, free and compulsory education. It would be the official language of the Indian Union and also the language of official inter-state communication. It may also be used as the medium of instruction in central institutions of an inter-state character.

(d) The fourth principle of this new pattern was that *English would occupy the third place in the national languages pattern*. Even the British administrators never included English as a part of their programme of mass education, and it is absolutely unnecessary now to subject every citizen of the country to acquire a smattering of English which can have little or no value. English would therefore, be studied by a small minority. Its importance as a window on the world will always remain, although it would no longer be the exclusive window. Hence the country will always need a few citizens who know English very well and who studied British cultural traditions and English literature. English (or some other European language) may be a compulsory subject of study at the University level and every graduate will be expected to have adequate knowledge of English so that he can read the literature on his subject in English books and periodicals. It would also be

studied at the secondary stage, but on an optional basis. Lastly, the existing emphasis on the expressional aspect of the study of English as well as on the study of English literature should disappear and should be replaced by the comprehensional aspect which should be more emphasized in the curriculum of studies of the average student.

(e) The fifth principle of this new pattern was that the study of Sanskrit would occupy two distinct positions. A part of this study would be incorporated in the study of the mother-tongue and would thus occupy the first place. But *its more formal study would occupy the fourth place in the national pattern for those who opt for English; but it would be open to any student to take up Sanskrit in lieu of English.* It would then occupy the third place on an optional basis. It should also be possible to replace Sanskrit by any other classical language at the desire of the student.

In this national pattern, therefore, the priority of the study of languages and their relative positions would be as follows :—

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|--------------|---|
| First place | ... Mother-tongue or a combination of the mother-tongue and Sanskrit. |
| Second place | ... Hindi. |
| Third place | ... English (or Sanskrit or any other classical language for those who do not opt for English); and |
| Fourth place | ... Sanskrit (or any other classical language). |

12. *The Programme for English.*—If this nationalist pattern is compared with that created by the British administration, we find that the main difference is in the importance of English which will have to be lowered from the first place of honour to the third. This transfer implies that—

(a) English shall cease to be the official language of the Indian Union and the principal language of inter-state communication, this place being taken up by Hindi;

(b) English shall cease to be the language of administration at all levels under the State Governments, its place being taken up by the modern Indian languages; and

(c) English shall cease to be the medium of instruction at the university level, its place being taken by the modern Indian languages and/or Hindi.

It is to the execution of this programme that free India has to address itself.

13. Assuming that this programme is executed, what would be the place of languages at the different stages of education? From the nationalist point of view, the answer would be as follows :—

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|-----------------|-----|--|
| Primary stage | ... | 1. Mother-tongue ; and |
| | | 2. Hindi. |
| Secondary stage | ... | 1. Mother-tongue (or a combined course of the Mother-tongue and Sanskrit). |
| | | 2. Hindi. |
| | | 3. English (on an optional basis) or Sanskrit. |
- For those whose mother-tongue is Hindi, the priority would be.
1. Hindi, or a combined course of Hindi and Sanskrit ;
 2. Any other modern Indian language ; and
 3. English (on an optional basis) or Sanskrit.
- | | | |
|------------------|----|---|
| University stage | .. | English to be a compulsory subject but a medium of instruction. |
|------------------|----|---|

14. In our discussion with the educators from the different regions of the State, we tried to ascertain whether this ultimate language pattern was acceptable to the people and we were glad to find that there was an overwhelming support to the acceptance of the above pattern as the ultimate goal of a national language policy. The only issue, on which a difference of opinion was expressed referred to the relative position of Hindi and English at the secondary stage in the curriculum of study for those children whose mother-tongue is not Hindi. A small minority of witnesses suggested that English should always have a higher place than Hindi in the Secondary education of non-Hindi children, on account of its cultural and scientific importance. Others did not accept this contention, but felt that it would take a very long time for Hindi to reach the status when it could take priority over English at the secondary stage of education for the non-Hindi children. But even all these critics accepted the desirability of the ultimate evolution of the language pattern described above. It was also agreed by almost all the persons who gave evidence before us that it should be regarded as a primary duty of Government to strive its utmost to realise the ultimate goal of the language pattern described above as early as possible.

15. We attach very great importance to this general agreement which we found in respect of the ultimate language pattern to be evolved for India. It implies that those who oppose the reintroduction of English at the middle school stage are not really chauvinists or parochial patriots as they are sometimes made out to be. They do not underrate the importance of English for cultural and scientific purposes nor do they undervalue its importance as a "window on the world". They, however, feel that the study of English should be meant for those few who proceed to secondary and higher education, that it should begin after the primary education of seven years is completed, and that the objectives of the study of English should be defined from the utilitarian rather than from the literary point of view. Similarly, it would be equally wrong to consider those that advocate the teaching of English at the middle school stage as "reactionaries" or "anti-nationals". Even these persons accept the ultimate ideals of the national language pattern. But they emphasize the fact that the transition from the language pattern created by the British administration to the new pattern visualised by nationalists will have to be spread over a fairly long period that educational standards will have to be maintained at a very high level even during the period of transition, and that it is wrong to reduce the importance of English in the schools until it is reduced in the more important fields of administration and universities and until adequate steps have been taken to compensate for the loss by the development of modern Indian languages and Hindi. It will thus be seen that the differences that exist in this field between the various groups of thinkers are not really fundamental. *They do not obviously refer to the ultimate national objectives on which all are agreed, but only to the measures to be adopted at the present stage of transition when we are passing from the pattern of languages created by the British administrators to that which has been evolved by the national leaders.* In spite of all their sound and fury, therefore, the existing controversies refer only to minor issues and we hope that the administrative wisdom of the country would soon be able to evolve a common programme of action that would be acceptable to all concerned.

IV. THE DECISION OF 1948—AN EVALUATION.

16. As stated earlier, *the fundamental issue in the controversy that is now going on in all parts of the State is to decide whether the reform of 1948 should be continued or modified.* In order to be able to do so, it is necessary to understand the objectives with which it was undertaken; the manner in which it was worked out; the contributions it has made to educational advance, if any; the shortcomings which it has shown and the reasons for its failure, if any; and generally to evaluate it as comprehensively and objectively as possible. This is what we propose to do in this section.

17. *Objectives of the Decision of 1948.*—It has to be remembered that it would be wrong to look upon the decision of 1948 as an isolated attempt to improve school education. It was really a part of a wider and more comprehensive programme which was under contemplation at that time for reducing the undue importance of English in Indian life as a whole. The abolition of English at the middle school stage which was ordered in March 1948 was thus the first step in a long series of educational and socio-administrative reforms that were contemplated at this time and were later on specifically recommended by the Bhise Committee. It is unfortunate that these other reforms that were once contemplated or suggested in this context were never implemented in practice, for some reason or the other. But that was not the fault of those who planned this reform nor can it be considered at this stage when we are evaluating only the objectives of this experiment. From the strictly historical point of view, therefore, this experiment has to be considered as a part of the programme for the reduction of the undue importance of English which the Government of Bombay tried to implement. It, therefore, follows that the reform of 1948 had really a good educational objective before it, namely, to assist in evolving the new pattern for languages accepted by the country as a whole. It is on this basis of its objectives that the Bhise Committee described it as an "essentially good and long desired reform".* We also found that a large number of persons who gave evidence before us agreed that, in view of the ultimate language pattern, proposed to be developed in the country as a whole, this reform should be considered as a progressive step and that it was both educationally sound and in the larger interests of the country.

18. *The First Major Defect in Implementation—Hurry and Lack of Planning.*—But even after admitting the intrinsic soundness of the reform of 1948, a very large number of witnesses criticised the manner of its implementation on a number of grounds. It was argued, for instance, that the decision was taken hurriedly and without adequate preparation although it is true that the Provincial Educational Council which was consulted in the matter had supported it. This is not, of course, a new criticism. Even as early as 1949, the Bhise Committee had invited pointed attention to this aspect of the problem. "It has been suggested", it said, "that the orders regarding the removal of English from the lower secondary standards came rather suddenly and without adequate preparation of the ground, that they were issued just a short while before the new school year was due to start, and that the schools had hardly any time to adjust themselves to so revolutionary a change. The new syllabus which was to be adopted after the removal of English had not been prepared and circulated to the schools sufficiently before the step was taken. The removal of English from the lower

*Report, Page-10.

secondary standards also implied that the syllabus of the upper secondary course might need revision. In fact, it was imperative to replan the whole of the secondary course and re-co-ordinate it properly with the primary course on the one hand and the university course on the other. It would certainly have been better, had a complete picture of this replanning been prepared well in advance and the public informed about it before removing English from the lower secondary course. In the absence of such measures, urge the critics, the reform was left open to the charge that things were being done hastily and in a piece-meal fashion.*

19. *The Second Major Defect in Implementation—Isolation.*—Another and a still more important mistake committed at this time was the failure to co-ordinate this educational reform at the middle school stage with other allied reforms within the educational system itself, such as a change in the objectives and methods of teaching English at the Secondary stage, adoption of the regional languages as media of instruction at the university stage, etc. and corresponding reforms in the administration and courts, such as the use of the regional languages from the lowest to the highest levels. "The step would have been more welcome" wrote the Bhise Committee, "if the approach to the problem had been positive instead of negative. For example, early and clear decisions on such questions as the national language, the medium of instruction at the University stage and the language to be used in the offices of the Central and Provincial Governments, would have created circumstances that would have been favourable for the change. If the removal of English had come in as a corollary to this positive policy of introducing the national language in all higher walks of life and the regional languages in provincial affairs, the removal of English would have been welcomed on all sides. But the orders removed English from the lower secondary standards before any decision was taken on these more important socio-political issues. Consequently, the public which was not properly prepared for the occasion, could hardly appreciate the utility and importance of the measure *". It is true that these other reforms should have preceded the abolition of the teaching of English at the middle school stage. Even if this was not possible for some reason or the other, Government should have taken immediate and vigorous action to co-ordinate this reform with the allied reforms in other areas immediately after the teaching of English was discontinued at middle school stage. But unfortunately no such action was taken during the last ten years and it has, therefore, to be admitted that the abolition of the teaching of English at the middle school stage has remained an isolated reform which has not been connected either with the relevant reforms at the secondary and university stages or with the allied reforms in the administration and the courts.

* Report, Page-9.

20. This isolation of the experiment and its confinement to secondary schools poses an important problem : *where should the experiment of reducing the importance of English begin—in the schools or in the administration and universities?* On this issue, two different points of view were placed before us. Some witnesses urged that it was the duty of schools to take a lead in this programme of reducing the importance of English. They pointed out that it was great educational experiments like (1) the Indian Women's University founded by Dr. D. K. Karve, (2) the national universities like the Tilak Maharashtra Vidyapeeth, the Gujarat Vidyapeeth and the Jamia Millia, and (3) the Loka Bharati of Sanosara that had taken a lead in this matter and showed that the highest education could and should be given through the mother-tongue; they urged the philosophic view that education is not and should not be a hand-maid to administration but that it should lead and inspire the administration itself on proper lines; and finally they pleaded that there was little chance of this problem being solved satisfactorily unless the schools and teachers took a lead and brought pressure upon the administrators to change their methods. In short, the view of this school of thought was that the programme of reducing the importance of English should begin with the schools. English should be removed from the primary stage altogether; it should be made optional at the secondary stage; and then it should cease to be a medium at the university stage. If these reforms are quickly and firmly implemented, it was argued that an almost impossible situation would be created for the administrators and they would be compelled, sooner rather than later, to remove English from the administration and courts. Reduce the importance of English in schools and then the reduction of its importance in life will follow automatically—that is the motto of this school of thought.

21. The other view presented before us was just the opposite. The supporters of this view argued that the programme of reducing the importance of English must begin with the administration, courts, and the universities. They pointed out that it was not Macaulay's Minute that really introduced English in schools. The real beginning was made by Bentinck's order replacing Persian, which was the language of administration till then, by English. It was this order that created the thirst for English and this thirst grew as the employment potential of Government began to expand. The schools merely tried to quench this over-increasing thirst and thus came to emphasize the study of English. Even from a philosophical standpoint, the supporters of this view pointed out that the general system of education never leads a far-reaching social revolution. It is true that some individual educational experiments do pave the way for a social revolution to come. But these are the exceptions which prove the rule that the general educational system of a country can only 'complete and consolidate a change decided elsewhere, whether by bullets or by ballot'. For instance, it is for

the legislature of the country to decide whether it would be industrialised or not. The schools cannot take the decision; but if the decision is once taken, they can supply the trained personnel required for industrialisation and thus help to "complete and consolidate" the change. On the same basis, it is argued that the transfer of English from its present position of honour to that of a third language is so great a social change that the schools cannot take a lead therein. It is the primary responsibility of the legislatures to begin the programme by removing English from the administration and courts. This lead will then be followed by the universities and still later by the secondary schools. It was also argued before us rather vehemently that a programme for reducing the importance of English in schools without, at the same time, reducing its importance in administration was highly objectionable. Under such a programme, Government itself was guilty of creating a thirst for English by retaining it in administration and was then denying the needed glass of water by banning its teaching in schools! Such a policy, it was said, was not only impolitic but even morally culpable. In short, it is the considered view of this group of educators that the programme for reducing the importance of English must begin with the administration and courts and that the reduction of its importance in the educational system will automatically follow thereafter.

22. We have examined these opposing view-points in detail and, although the truth lies between the two as usual, we feel that the second view is much nearer the truth than the first. We do acknowledge the ideological and inspirational contribution of experiments like the Indian Women's University; but we also feel that, in such revolutionary programmes, the general educational system of a State can only follow a decision in administration. It was the decisions of Bentinck to adopt it (1) as a language of administration and courts and (2) as a medium of all higher education that introduced English in our schools and popularised its study. The importance of English in the schools can, therefore, be reduced only when these basic decisions are reversed and prior (or at least concurrent) steps are taken to reduce its importance in the administration and the universities.

23. *The Third Major Defect of Implementation—Absence of an All-Indian Programme.*—While the isolation of the reforms of 1948 from other related reforms within the State itself has thus been a major defect in its implementation, there is still another sense in which it can be said to be isolated, viz., it was not a part of an all-India programme for reducing the undue importance of English. It has been argued before us that the Government of Bombay acted impulsively in the matter without consulting any other State and without even being sure that the Government of India would pledge its unqualified support to the proposal. It has not been possible for

us to ascertain the truth of this statement, but if later events are any guide, it goes without saying that the decision of the Government of Bombay was not a part of an all-India programme and as stated already, no State except Bihar supported Bombay in this programme and even that State has now gone back on its old policy. The Government of India does not seem to have accorded its frank and unqualified support to the programme at any time and now it is unfortunately throwing all its weight in the opposite direction.

This isolation of the experiment of 1943 in an all-India context, which was very largely criticised by the witnesses who appeared before us raises another important problem of policy : *Can a State undertake and execute a successful programme for reducing the undue importance of English in our life and education in an isolated manner or is an all-India programme necessary for the purpose?* On this issue, the overwhelming evidence given before us was that there should be a common all-India programme in respect of the teaching of English in schools and its use in administration and courts. The supporters of this view argued that it is the duty of the Government of India to lead this programme by—

- (1) Adoption of Hindi as the official language of the Indian Union ;
- (2) Holding the all-India competitive examinations in Hindi and other modern Indian languages instead of in English ;
- (3) Bringing pressure to bear upon the universities, through such organisations as the University Grants Commission, with the object of making them cease to use English as a medium of instruction ; and
- (4) Defining an all-India policy and preparing an all-India programme for the progressive reduction of the undue importance of English and executing it firmly in co-operation with all the State Governments.

It was also argued before us that the employment potential of the Government of India is far greater than that of any State Government and that it is continuously and rapidly expanding with the growth of the public industries sector. Consequently the desire of the students to study English will depend, not so much upon the policies of the State Government, as upon those of the Central Government itself. Moreover, it was also argued that the efforts of an individual State were hardly likely to produce any appreciable effect upon this gigantic problem and that the only way to deal with it was to devise a concerted action on the part of the Central and State Governments together. It was further argued that if a State were to venture alone in these deep waters, it can only do damage to its rising generation without doing any effective service to the cause itself. In

short, the view of this school of thought was that the problem of altering the position of English in administration and education must be tackled on the basis of a common all-India policy and that no State should take any steps in this direction on its own.

24. This view was strongly opposed by a number of witnesses who believed that it was the responsibility of each individual State to plan its own programme for reducing the undue importance of English in Indian life and education. They were not opposed to an all-India programme. They welcomed it and stressed its great importance. But they felt that the State Governments need not now wait for an all-India programme. The national policy in this matter has already been decided and incorporated in Articles 345-51 of the Constitution and it is, therefore, the duty of the State to go ahead on their own to implement that policy. They argued that there are so many pressures and counter-pressures on the Centre that it may be long before the Centre can prepare an all-India programme; but they felt that the very preparation of such a programme would be expedited if individual States go ahead in their way to implement the national policy. To the statement that such isolated action on the part of a State would lead to a good deal of suffering, their reply was simple: "suffering does not matter. All great things are achieved through sacrifice and suffering and if suffering is necessary for the removal of English, the States should be willing to pay the price".

25. We have given our earnest consideration to these views; and although we do visualise some independent action on the part of each State as shown in the next paragraph, *we cannot visualise any successful and planned programme in this fundamental problem of the status of English in administration and education unless it is prepared and executed jointly and simultaneously by the Central and State Governments together.* Historically, English came into our life under the orders of the Government of India and the lesson of history will be that it can be given a lower status only through a central programme. We do admit the constitutional authority of the States to have their own programme for reducing the importance of English and to take any independent decision they like with regard to the teaching of English in schools. But it is not the legality but the desirability of such a policy that is under consideration and even the autonomy of States in education is subject to situational controls the non-observance of which can only lead to chaos. Similarly, the argument that individual States should begin their own programmes, and bring pressure upon the Central Government through their sufferings and sacrifices, also leaves us cold. This may have been right in the days of Provincial Autonomy when the States had national Governments and the Centre was still bureaucratic. But it is out of context after Independence. We also think that no State has the moral right to do anything which would adversely affect

the prospects of its youth in the all-India services or for employment under the Government of India. We, therefore, are of opinion that the programme for reducing the importance of English in administration and education should be an all-India programme. It should be planned and executed together by the Central and State Governments.

26. This recommendation does not imply that the States need do nothing outside this programme. In spite of this over-all recommendation, we still find that *there is large area in which the States can and should act on their own to reduce the undue importance of English.* For instance—

(a) The State Governments have the authority to decide the language of their administration (Article 345 of the Constitution). We, therefore, suggest that every State Government should *immediately* decide to adopt the modern Indian languages in their administration. The necessary law for this should be passed without delay and its full implementation should not be spread over more than three to five years. This would be easy in all unilingual States. Bombay has a handicap in this respect. But since all Government officers are expected to be bilingual, we see no difficulty in adopting both Marathi and Gujarati as official languages at the Secretariat level. From the divisional level downwards, Marathi or Gujarati, as the case may be, should be the language of administration.

(b) The State Governments should correspond with the Central Government in Hindi only. The Centre cannot object to this; and it will certainly help to bring pressure on the Centre to adopt Hindi as its official language.

(c) Under Article 348 (2) of the Constitution, the regional languages should be adopted in the courts also without any delay or within three to five years at the latest.

(d) The States should declare that incapacity to write or speak in English shall not be a bar to holding any post under Government and in all recruitment to State cadres, the candidates' proficiency in English should not be a subject of test. To-day, the demand for the teaching of English in schools is strong because, under the present conditions, it is the candidate's mastery over English that is given an undue importance in selecting him for a job under Government. Such a state of affairs should be eliminated as early as possible.

(e) The States should give every encouragement to all educational experiments which try to evolve better methods of teaching English so that the time devoted to it in schools would be reduced. We have always confused the teaching of English as a language with the teaching of English literature. We have

unduly emphasized the expressional aspect of the command over English as against the comprehensional one because English was the medium of instruction and examination at all important levels, and because it was the official language of the administration. If these errors of a century are to be corrected, a vigorous programme of research and experimentation is necessary. The States should organise such programmes because it is in the light of their scientific findings that our policies in the teaching of English will have to be framed.

(f) The States should establish and conduct special institutions for the training of teachers of English in these new methods.

(g) The States should help the universities with liberal grants for the programme of preparing terminologies, text-books etc. in the regional languages so that they could be adopted as media of instruction at the university level.

(h) The State Governments can exert pressure on the Central Government, through agencies like the Central Advisory Board of Education, and compel it to prepare an all-India programme to implement the constitutional directives in this respect.

This is by no means a small area of freedom; and we would welcome any vigorous action in these areas from the State Governments without waiting for a directive from the Centre. But we also feel that the freedom of the States should not go beyond this.

27. If these general principles are applied to the experiment of 1948, the conclusions are disappointing. The Government of Bombay ought to have assured itself that its experiment would receive an all-India support before launching it. As stated already, this was never done. But one may be inclined to pardon this lapse, especially because it was due to the enthusiasm to give effect to a national aspiration. That the undue importance of English has to be reduced was already an article of faith in the national policy. Besides, the warmer emotional climate of 1948 was extremely favourable to such a decision. This was a period when we talked of introducing universal compulsory primary education up to 14 years in a short span of 10 years, when we felt that English could be replaced by Hindi in a period of 15 years; and when we spoke of solving our economic difficulties in one generation. The events on the last ten years have sobered our judgements and tempered our plans. But one can at least understand the over-enthusiastic attitude of the Government of Bombay in 1948 when it probably assumed that the needed support from the Government of India and the other States would come forth as a matter of course. Unfortunately these hopes, however justified, did not materialise; and the Government of Bombay has now been left in the unenviable position of a pioneer who has to fight at the front and is deserted by all his companions in arms!

28. It will be seen from the foregoing review that the experiment of 1948 was not conducted on proper lines. It was in the first instance, too sudden—it was announced in March 1948 and implemented from June 1948. Its implications were never studied in advance and the Bhise Committee was appointed in October 1948 to examine the various educational administrative and financial problems pertaining to the middle stage of school education and arising from the basic decision to discontinue the teaching of English in classes V-VII. The Committee lent only a conditional support to the proposal and observed :—

(i) "The removal of English from the middle school stage was essentially a good and long-desired reform. Having at last taken this long-delayed step, the only thing that Government need do now is to solve the problems arising out of this reform comprehensively, quickly and firmly. With this object in view, we recommend that—

(a) the policy of removing English from the first seven years of the educational ladder should be considered as an All India question and the Government of India should be moved to co-ordinate the Provincial policies in this respect.

(b) the question regarding the national language and its position in our national and provincial life, and the medium of instruction at the University stage should be got decided as early as possible ;

(c) the importance of English in public life should be reduced by a planned programme to substitute the national, provincial or regional language in its place, wherever necessary."* It is a fact of history that the moral support of the Bhise Committee greatly helped to reconcile public opinion to the decision. The people believed that the various recommendations suggested by the Bhise Committee would be implemented without delay and public agitation gradually cooled off. We also feel that if these recommendations had really been implemented, the agitation that we see to-day over the teaching of English in classes V-VII would never have arisen. But when year after year went by without any action being taken on them, the public mind again became restive and began to demand the re-introduction of English in classes V-VII. Government yielded to the pressure to some extent and permitted it on an optional basis in class VII then it again changed its mind and went back to its earlier decision to have no English in classes V-VII. But the unfortunate part was that in all these vacillations of policy, no action was taken to implement the recommendations which the Bhise Committee had associated with the experiment and Government satisfied itself merely by stating that this was:

an essentially good and long-desired reform in the right direction. Here again comes the eternal problem of the relationship between the ends and the means. It is not enough for an educational reform to have a sound aim. It is also essential to execute it in the right manner, and very often, the method of execution is even more important than the objectives themselves. In the case of this experiment, no one doubts the validity of its ultimate objectives. No one even challenges the *bona fides* of Government and it is universally agreed that the decision meant well. But the haste with which it was adopted, the isolated fashion in which it was conducted and above all, the total failure to carry out the inseparable reforms implied in this revolutionary change—all these tend to vitiate the value of the experiment and to indicate that the time to reconsider it has arrived.

29. *Was the Experiment of 1948 Educationally Sound.*—So far we have assumed that the experiment of removing the study of English from the middle school stage was educationally sound (in the sense that its objectives of reducing the importance of English from Indian life and strengthening the primary stage of education are almost universally accepted as valid) and discussed only the defects in its implementation. But we have to admit that even the educational soundness of the experiment has been challenged before us. As we have recommended in the preceding chapter, the total period of school education prior to university entrance would be spread over 11 years. If the first seven years out of these are to be treated as primary, only four years are left for the secondary stage and for the study of English. This has been the basis of the experiment of 1948 and it is now being seriously challenged in certain quarters which argue that a student desiring to enter a university or seeking employment in Government or Commercial offices must have studied English for a longer period—the actual suggestions vary from five to seven years and the largest demand is for a minimum period of six years. If this contention were to be valid, the entire basis of this experiment is knocked off and one is compelled to either reduce the period of primary education to less than seven years or to permit the study of English in some form at the middle school stage. This is, therefore, a very important aspect of the problem and we propose to examine it in some detail.

30. The crux of the problem here is to decide the number of years to be devoted to the study of English at the school stage. Unfortunately, however, the evidence that we had on this point was extremely conflicting. Some witnesses argued that a period of four years was adequate provided better methods of teaching were adopted and the objectives of the study of English were redefined to suit our new conditions. Others who could not accept this view were divided into three main groups, each asking for five, six and

seven years respectively. But those who advocated a study of five years were very few; those who advocated a study of seven years were the large majority but several of them were prepared to agree on a compromise of six years; and on the whole, therefore, the large majority of witnesses suggested that the study of English should begin with Class V so that, in the proposed pattern, a pupil who completes the secondary course would study it for six years and one who goes in for the university would study it for seven years.

31. When arguments were being put forward for these different proposals in which the period prescribed for the study of English prior to university entrance varied from four to seven years, it soon became evident that there was really no unanimity in the premises which the supporters of these proposals assumed and a closer study showed that the problem was generally approached from two different angles :—

(a) One group of thinkers first decided the number of years available for the study of English on some arbitrary factor. Then they left three variables open, viz. (1) the standard to be attained at university entrance (2) the methods of teaching to be used and (3) the number of hours per week to be devoted to the study. Their argument essentially came to this : assume the period available for the study of English as fixed, adopt the best techniques available for teaching, provide the largest amount of time that can be made available, and whatever the attainment reached on these assumptions may be, be it higher or lower than the existing standards,—the universities should accept it as their starting point and then work further from that point onwards.

(b) The other group of thinkers seemed to assume that the standard for university entrance cannot be changed except within very narrow limits and therefore, an attempt should be made to prescribe the standard of university entrance in the first instance. Then three variables are left open—(1) the methods of teaching, (2) the number of hours per week to be devoted to the subject and (3) the period of study. The second stage in the process should be to fix the methods and the time per week so that the final decision reached is the total period which should be devoted to the study of English at the school stage.

32. The principal argument of the group who advocated an arbitrary fixation of the number of years to be devoted to the study of English at the school stage was that on the one hand, the universities do not seem to be satisfied by *any* standard, however high, and on the other, they also seem to get along with *any* standard, however low. A hundred years ago, a student studied English for 10 to 11 years before he entered the university and for most this period, it was also used as medium of instruction; and

yet, the universities complained of poor standards of English. Then this period of study was reduced to seven years out of which four were devoted to its use as a medium of instruction; and the complaint about poor standards still continued on the same old pattern. Then the period was reduced to seven years during which it was never used as a medium of instruction and finally to four years only. Even under these alterations, the complaints about poor English continued unchanged; but taken as whole, the university standards did not show any marked deterioration. It was, therefore, urged that much importance should not be attached to the demands of the university. It should be told that a student will attain a certain standard when he completes his higher secondary school and it should be asked to begin its courses from that point.

33. Another argument that was advanced in support of this view also needs to be placed on record. It was argued before us that our universities are so orthodox and traditional that they would not readily give up the use of English as a medium of instruction unless they come up against a blank wall. A very eminent educator told us that the discontinuance of the teaching of English in classes V-VII created very welcome situational pressures on the university whose professors suddenly found themselves face to face with students who could not understand lectures in English. So they somehow began to lecture in the mother-tongue, started preparing some books, and began to devise terminologies. He advocated the continuance of the *status quo* on the ground that, if the pressure can be continued for some time longer, the universities would be forced to adopt the regional languages as media of instruction much earlier than they otherwise would.

34. Still another argument advanced in this context was that the old standards of attainments in English prescribed for university entrance placed too great an emphasis on the expressional aspect of English as against the comprehensional one and on the study of English literature rather than on the study of English as a language. If English is the language of examination at the university level it follows that its students should be in a position to express themselves in English. But how long are we going to retain English as a medium of examination? It was urged before us that, even if English were used as a medium of instruction and even if English text-books were prescribed, it is only the comprehensional and not the expressional aspect that needs to be emphasized. It was, therefore, suggested that the immediate and minimum change which universities should introduce is to permit their students to answer examination papers in their mother-tongue. Even this reform, which is not at all difficult, would reduce the emphasis on the expressional aspect of English. Shri D. R. Gadgil told us that, in Japan, he came across post-graduate students of economics, who showed an acquaintance with the latest ideas

on the subject and with the most recent books and periodicals. They could also follow his lectures in English, provided he spoke slowly, simply and clearly. But their expressional capacity was so poor that they needed an interpreter to ask even very simple questions. Simfilar expriences where comprehensional capacity was found developed to a very great extent in spite of a poor level of expression were given to us by other witnesses also. Moreover, it was argued that what the average Indian student now needs is mastery over the English language and not an acquaintance with its literature. He needs only to study modern English as it is spoken and written and need not bother to read Chaucer and Shakespeare. It was argued before us that, if the emphasis were to be placed on language and not literature, on comprehension and not so much on expression, the period to be devoted to the study of English at the school stage would be considerably reduced and it was urged that the universities should be compelled to take these points into consideration while prescribing entrance requirements.

35. A further interesting suggestion was put forward. It was suggested that the universities themselves should provide instruction in a comprehensional course in English with the object of helping their students to read and understand the text-books on their subjects, to enable them to understand lectures on their subjects delivered in English and even to help them to express themselves to some extent in English on a topic connected with their subjects. For instance, it was argued that some regular instruction in English could be provided to students of Engineering as a part of their course. Such a policy, it was urged, would be far more economical than the alternative of expecting a high standard of English from every student of secondary schools.

36. We do not contend that each one of these arguments is perfectly valid. They are all partial truths and like all partial truths, they over emphasize just one aspect of the problem for the sake of focussing the attention. But the totality of their effect cannot be ignored by the universities. We agree that it would not be quite fair, or even feasible, to accept the first proposal stated in paragraph 31 (a) above and to ask the universities to begin at whatever point the schools may choose to stop. The university too has a limited time at its disposal. It has to impart instruction under all the handicaps of the present situation which arise from the fact that the modern Indian languages do not have books, periodicals and terminologies that are inescapable for any university course of education. Moreover, it has to deliver a finished product of a certain minimum standard. It may not, therefore, be possible to lower the standards of university entrance to *any* arbitrary level and when all is said and done, the schools may also have to rise up to a point to which alone the universities can descend. But even admitting the validity of this thesis, we hope that the lessons of this logic would

not be lost on our universities. We hope that they would be more realistic in their approach to English, that they would immediately adopt the regional languages as media for all their examinations (with permission to use the English terminology as a transitional measure); that they would emphasize the comprehensional aspect as against the expressional and the study of the language as against its literature; and that they would provide a course in English to every student rather than expect a greater perfection at the entrance level itself. If the universities can show this accommodation and prescribe a reasonable standard of attainment in English at the entrance level, the ultimate solution of the problem can be greatly facilitated; and we are sure that those who talk of creating 'situational pressures' to force the hands of the universities do not mean anything beyond the view that the universities should see reason and adopt the changes suggested above as early as possible.

37. We may now turn to the points at issue in the second proposal mentioned in paragraph 31 (b) above which may be stated thus : assuming that the entrance standard in English for the universities is finally arrived at, the total duration of the study of English at the school stage becomes a function of three variables, viz., (1) methods of teaching employed, (2) the number of periods devoted per week to English and (3) the number of years to be devoted to its study. What conclusions can be drawn from the experience of the last ten years in respect of the minimum and maximum period to be prescribed for the study of English at the school stage in terms of these three variables? Unfortunately, all the discussions in this regard were inconclusive and we found to our regret that hardly any experimental work had been done in this field in spite of the fact that so important a reform has been in vogue for ten years.

38. When we tried to ascertain the result of the teaching of English for four years only, the evidence we had may be summarised as follows :—

(i) In Marathawada, the principals of colleges told us that they get students from the old Bombay State who have studied English for four years only and also students from Marathawada who have studied English for six years. Their opinion was that the students from Bombay were better prepared in spite of the shorter period devoted to the study of English.

(ii) In Vidarbha, on the other hand, the college people and the persons who had the experience of being examiners at the Bombay S. S. C. Examination as well as at the Vidarbha Higher Secondary Examination told us that the Bombay students were far poorer in English as compared to the Vidarbha students and that, in so far as they could judge, four years was too short a period for the study of English.

(iii) No research has been done on the problem as yet.

(iv) No attempt has been made so far to prepare specially trained teachers who will use time-saving methods.

(v) We could not get the data of any experiments carried out in this field. Only Shri C. C. Shah told us of one interesting experiment. He said that the classes for English should be smaller, say, of 35 students at the most; secondly, every student who fails in English should be asked to give up English or be detained so that students, as a rule, would be more serious in their studies; and thirdly, new methods of teaching should be used. If this is done—and he had tried it himself—it would be possible to attain a high standard of attainment in spite of the short duration of four years devoted to the study of English.

(vi) Some educators expressed the view that four years' teaching of English would be adequate if specially trained teachers are available, new methods of teaching are used, and if the comprehensional aspect is emphasized.

A note on this subject kindly prepared for us by Dr. Chitra Naik appears in this Report as Appendix No. VII.

(vii) Opinion was divided on the issue whether the loss due to cutting down the period to four years can or cannot be made up by assigning more periods per week to its study. Mathematically, if we can give 10 periods a week for four years, it should be almost equal to 6 periods a week for seven years. Some accepted this argument. But a majority denied its validity on the ground that those who study English for seven years digest it better.

We were, therefore, left with no definite conclusion. We feel that it has not been possible to establish definitely that the standard of English, attained at the end of a four years' course taught by good teachers and through better methods, would be sufficiently high to be accepted for university entrance. But neither has it been possible to establish conclusively that four years' period is no good. We, therefore, came to the unanimous decision that the experiment needs continuance. For obvious reasons, we attach the greatest significance to these experiments and we, therefore, recommend that Government should adopt special measures to encourage them. One specific recommendation that we suggest is that schools, especially those that are located in rural areas, which try out the experiment of teaching English in classes VIII-XI only should be given every encouragement and a special assistance in the form of a grant-in-aid at a higher rate.

39. We can now turn to the other proposal that the teaching of English should begin from class V only. Here also, we found that only two valid arguments were brought forward. The first was the

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analogy from other States where English is generally taught for six or seven years ; and the second was that of the old tradition of a seven years course which has been in vogue since 1870. Asked whether a change in the objectives of study (such as the emphasis on the comprehensional aspect) and the adoption of better methods of teaching would not help us to reduce the traditional period of seven years to four or five, the usual reply was that these new fledged ideas were yet to be proved. We, therefore, had the impression that the supporters of this view could not provide any scientific basis for their demand and that they merely tried to capitalize either on the old tradition of seven years or on the failure of the new experiment to establish conclusively that the period of four years can be adequate.

40. On the whole, therefore, we were left with the impression that not enough research and experimentation has yet been done in this fundamental aspect of education and that no adequate thought seems to have been given to it as yet. It would be wrong to say that the experiment of teaching English for four years only at the school stage has been successful and that its educational soundness is fully demonstrated. At the same time, it has not also been possible to show that it is wrong or unworkable. In fact, there is a body of public opinion in its favour and there is a good case to give it a further and more careful trial.

V. THE NON-CONTROVERSIAL PROGRAMME OF REFORM.

41. The following conclusions emerge from the preceding discussion and we are all unanimously agreed thereon :—

(1) It is a primary duty of Government to reduce the undue importance which English has at present in Indian life and education and that educational and administrative reforms to this end should have a priority in the reconstruction of the country.

(2) The national pattern for the study of languages described in paragraph 14 earlier should be accepted by Government as the *ultimate* goal to be reached and a firm declaration to the effect should be made at an early date.

(3) The removal of English from the middle school stage cannot be treated as an isolated reform in education. It shall have to be regarded as a part of a comprehensive programme of reform—both administrative and educational—calculated to secure the desired objective of reducing the importance of English from the position of a second language—the mother-tongue being the first—to that of a third language in the national pattern for the study of languages.

(4) No programme for the reduction of the undue importance of English in school education can succeed unless its importance

is simultaneously reduced in the administration and the universities. Top priority should, therefore, be given to the removal of English from the administration and the courts and the emphasis that is now placed on the knowledge of English of the candidates to be recruited for posts under Government should be abandoned altogether. The same priority should also be given to the adoption of the regional languages as media of instruction by the universities and to all the reforms involved in this proposal, such as the preparation of text-books, publication of suitable reading material, the evolution of terminologies, etc.

(5) It is necessary to carry on experimental work on a sufficiently large scale to evolve better methods of teaching and to train specialised teachers of English with the object of reducing the period to be devoted to its study at the school stage and to raise standards.

(6) No programme for reducing the importance of English in Indian life and education can succeed fully unless it is planned and implemented on an all-India basis. The Government of India should, therefore, be moved to prepare a national programme for the reduction of the undue importance of English. This programme should include action taken by the Government of India itself on such lines as (a) the adoption of Hindi as the language of administration and the courts, (b) holding of the all-India examinations in Hindi and other regional languages, etc. and also the measures which would have to be simultaneously adopted by all the State Governments.

(7) While the measures indicated above are being adopted, we shall be passing through a transitional period, during which English will not be having the great importance which it enjoyed under the British Rule, nor will it have reached the stage which has been assigned to it in the ultimate national pattern for the study of languages. Certain special programmes and measures will have to be adopted during this transitional period. It is unfortunate that there have been bitter controversies regarding the measures to be adopted during the period of transition and that it has not yet been possible to evolve solutions acceptable to all concerned. All the same, it may be taken as an agreed demand from all quarters that this period of transition should be as brief as possible.

This may be described as the seven-point non-controversial programme which needs immediate consideration of Government. Of these, the first and second need a specific emphasis and re-statement from Government. We hope that this point would be borne in mind when the orders of Government on this controversial problem are finally issued. The importance of the third has already

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been high-lighted by the failures in the implementation of the decision of 1948 which were discussed in detailed in the preceding section (paragraphs 9-40). Immediate action is therefore needed on items 4, 5 and 6 stated above. We propose to discuss these seriatim in the paragraphs that follow and we shall then finally turn to the steps that are to be adopted in the transitional period.

42. *The Removal of English from the Administration and the Courts.*—As we look at the problem, the key to its satisfactory solution is the removal of English from the administration and the Courts. This alone can create the atmosphere necessary for the successful adoption of the corresponding reforms in education, whether at the school stage or at the University. We regret to find, however, that hardly anything has been done in this direction by the Government of Bombay so far. It is true that the principle has been theoretically accepted by Government and orders are issued from time to time reminding the officers that the regional language has to be employed more largely in the administration. But even a casual examination of the existing situation will show that practically no progress has been made in this field in the area of the old State of Bombay. In Saurashtra, the conditions were much better and Gujarati was actually being employed in the administration to a very large extent. The recent reorganization has put the clock back in this respect and today, there is much greater use of English in the administration in Saurashtra than there ever was in the past. In fact, our attention was invited to the various difficulties that are now being created in Saurashtra, as a result of this greater insistence on the use of English. In Kutch, the administration was mostly carried on in the regional language (except at the highest level) for the simple reason that most of the staff did not know English. Even to-day, therefore, the regional language is used more largely in the administration of Kutch than in any other part of the State. But even here, the trend to emphasis English and to increase its use is already in evidence. The Old Madhya Pradesh Government did not abolish the teaching of English at the middle school stage. But it adopted a far more progressive policy in administration where it attempted to introduce Hindi in place of English. Some very interesting experience is available in this field and we were greatly impressed by the earnestness with which the experiment was pursued. Most of the gains made at this time are unfortunately being lost at present and English is now being reintroduced to an increasing extent in the administration of Vidarbha also. The same remarks are also applicable to Marathawada. We have, therefore, come to the conclusion that the Government of Bombay has done little to adopt the regional language as a language of administration so far and that it has even put the clock back in such attempts which were already being made in Saurashtra and Vidarbha. This policy will have to be totally abandoned if any progress in the right direction has to be achieved in the near future.

43. We therefore make the following recommendations in this respect :—

(1) *The Government of Bombay should decide to adopt the regional languages in its administration and courts. A specific declaration to this effect should be made as early as possible and not later than June 1959.*

(2) *A definite programme to achieve the goal recommended above should be worked out and published for the information of the public as early as possible.*

(3) It is essential that all the Departments of Government should work together according to schedule in order to implement so difficult and a comprehensive programme. We, therefore, recommend that a special Department should be created for this purpose and placed under a very senior officer of the status of Joint Chief Secretary to Government. This Department should be directly under the Chief Minister of the State who should assume personal responsibilities to see that the programme of adopting regional languages in administration is being properly implemented. It should be the duty of this Department to see that all the necessary basic literature require for the administration is rendered into the regional languages and made available to all concerned. It should also be responsible for the overall programme for the adoption of regional languages in administration and to see that every Department discharges the responsibility placed upon it under the programme satisfactorily and punctually. It should also be required to publish a six monthly report on the progress achieved in this respect. This report should be formally presented to the legislature and discussed.

(4) It will not be possible for the officers of any department to look to this work in addition to their own normal duties. We therefore recommend that a separate unit should be created in each Department for the removal of English from the administration. This unit should be directly under the head of the Department and responsible to him. It shall be the main function of this unit to see that the programme of switch-over from English to the regional languages is properly implemented. Its work will be supervised by the Head of the Department, by the minister-in-charge and also by the special Department under the Chief Minister.

(5) We also recommend that a special standing committee of the legislature should be set to watch over the progress of this transformation. It would be very desirable to make this a non-party programme and to elect the representatives of all the parties in the legislature on this committee.

(6) *The problem of the language to be used in courts is a little more difficult. Here, consultation with the High Court and the Supreme Court as well as the permission of the President of India*

would be necessary. But we feel that it should not be very difficult to work out a programme for the use of the regional languages in all the courts of the State as well.

We feel that nothing short of the Herculean measures suggested above would achieve the objective of removing English from the administration and the courts. But as no educational reform can succeed in the absence of this transformation, *we recommend that the measures indicated above should be adopted by Government as early as possible.*

44. *English at the university Stage.*—We should also like to appeal to all the Universities to co-operate with Government in this matter. We suggested that every university should give its earnest consideration to this problem and should prepare a programme, with a definite time-limit, according to which the regional languages would be adopted as the media of instruction at the University Stage. It will be recalled that English was used as a medium of instruction at the Secondary stage about 35 years ago and that its use as a medium of instruction at this stage was eliminated through three measures. To begin with, the students were given the option to answer examination papers in their mother-tongue, although the teaching in schools continued to be through the medium of English. This reform led to the next stage when the teaching of the subject was carried on, partly through the mother-tongue and partly through English. The text-books in English were still used and English terminology also was freely adopted as a transitional measure. In the course of a few years, however, the situation was greatly improved and this stage was followed by the third in which suitable terminology was evolved, the necessary text-books were prepared and the teachers became accustomed to the use of the regional languages in the teaching of school subjects. To-day, there is hardly any difficulty in the use of regional languages as a media of instruction at the secondary stage. Obviously, the reform at the university stage would also follow the same pattern. *The first step which the universities will have to take is to permit the use of modern Indian languages as media for examination. Then the teaching in the class-room will have to be permitted partly through English and partly through the mother-tongue. The text-books in English will have to be used until those in modern Indian languages become available and English terminology will also have to be adopted as a transitional measure. In the course of a few years, this difficulty would disappear and it would be possible to use the regional languages as media of instruction at the university level without any difficulties and any danger of a fall in standards. In fact, the practical experience would then be that standards would be raised. Once these major steps are taken, the difficulties that now frighten us such as the absence of text-books or reading material, the lack of terminology etc., will just disappear.*

45. *Experimental work and other Reforms regarding the teaching of English at the School stage.*—It is also necessary that steps should be taken, as recommended above, to evolve better methods of teaching and to train specialised teachers of English with the object of reducing the period to be devoted to its study at the school stage. It is also necessary to permit such of the students who may have no use for English in their later life to abandon its study even at the school stage. We therefore recommend that the following reforms should be adopted by Government as early as possible :—

(A) The Department should convene one or more seminars of the representatives of the universities and the secondary schools and re-define the objectives of the study of English at the Secondary stage.

(B) The Department should try its utmost to introduce better methods of teaching English.

(C) Government should immediately establish an Institute for the study of English. The main functions of this Institute should be to carry on research in the teaching of English, to produce literature on the subject for the use of teachers, and to train teachers of English for Secondary Schools. If financial considerations came in the way, one of the Government Training Colleges may be converted into such an Institute.

(D) Experimental work should be organized at this Institute, as well as in co-operation with individual schools, to ascertain how an adequate knowledge of English can be given to the average student even in the short period of a few years. As recommended earlier in paragraph 38, schools which agree to undertake such experimental work should be given special grants-in-aid for the purpose.

It is hardly necessary to emphasize the importance of these measures. They ought to have been taken ten years ago and if they had been, the situation would have been much different to-day. But even now, these reforms are badly needed. We, therefore, strongly urge upon Government to take action on the lines indicated above. It is only such action that will enable us to determine scientifically the period to be devoted to the study of English at the school stage, to define the objectives of its study and to improve the methods used for its teaching.

46. *Examination standards at the Higher Secondary level.*—The net result of the above proposals is that both the experiments—teaching English from class V as well as teaching it from class VIII—would simultaneously be in progress in the State during the transitional period of the next few years and that the ultimate decision in the matter would be taken in the light of the findings of these

experiments. An important problem that arises in this connection refers to the arrangements for the examinations in English at the Higher Secondary and High School stages. It is extremely essential that these examinations should give an equal opportunity to both these experiments and we shall, therefore, proceed to discuss this problem in some detail.

(a) At present, the regulations of the S. S. C. Examination Board of the old Bombay State permit a student to pass the S. S. C. Examination without taking a paper in English. This is recognition of the very important principle that a person should be able to complete his secondary education without being compelled to study English. This option, however, is not given in Vidarbha and Marathawada. *We recommend that the Bombay practice should be extended to Vidarbha and Marathawada also.* In Marathwada, a demand to this effect was made, especially for girls. In Vidarbha, we discussed this question with several members of the Secondary Education Board and we found that they were favourably inclined to the proposal. We suggest that the Department should take initiative in the matter and make this healthy reform applicable to all parts of the State.

(b) At present, the S. S. C. Examination Board of the old Bombay State conducts two examinations in English—Higher and Lower. The higher standard is meant for those students whose mother-tongue is English and the lower standard is meant for those who have studied English for four years only. *We suggest that, in lieu of this, the Board should introduce three standards in English, Advanced, Higher and Lower. The advanced standard would be meant for those whose mother-tongue is English; the higher standard should be meant for those who study English for a period of seven years at the rate of about six periods a week; and the lower standard should be for those who study English for four years only.* It may be the same standard as the one which exists now or a modified one, if necessary.

(c) *It should be open for any student of a higher secondary school to appear for any of these standards without reference to the number of years for which he has studied English.* For instance, a student who has studied English for four years only (classes VIII-XI) may appear for the higher course and a student who has studied English for seven years (classes V-XI) may appear for the lower course. If such elastic arrangements are permitted, it would be open to a school to prove its contention that it can, by the use of better techniques, give the same mastery over English in four years as another school does in seven years. Similarly, some of the students who have studied English for seven years and who are not able to pass at the higher standard in English may find it possible and even advantageous to pass the lower standard.

We have not tried to work out the details of these suggestions because we feel that this is a matter which falls within the purview of the Integration Committee for Secondary Education.

Similarly, we also suggest that *the four different options mentioned above, viz., the right to pass the examination without taking a paper in English, or to take one paper of the lower, higher or advanced standard, as the case may be, should also be available at the High School examination i.e. the examination at the end of ten years of schooling.*

47. *Need for an All-India Programme.*—We have already referred to the need for an all-India programme in this respect because the undue importance of English in our life and education cannot be reduced unless a common programme which includes the Government of India and all the States Governments is evolved. *We therefore, recommend that the Government of Bombay should try to bring pressure upon the Government of India to plan and implement such a programme.* The ball has already been set in motion by the Report of the Official Language Commission and the appointment of the Pant Committee has given a further stimulus to it. We hope that the Government of India would soon undertake a programme for the adoption of Hindi as an official language of the Indian Union and implement it within a short time. This major decision in the field of administration will have to be followed by the Ministry of Education in the field of education and corresponding action will have to be taken by the Universities and the State Education Departments. We trust that steps to this end would be taken by the Ministry of Education soon after the publication of the Report of the Pant Committee.

VI. TRANSITIONAL MEASURES.

48. We are now in a stage of transition. English still has an important place in our life because of its use in administration, courts and universities. The teaching of English at the middle school stage is, therefore, demanded by the people. But when the measures recommended by us in the preceding section (paragraphs 41-48) would have been adopted, the importance of English in life would be reduced. There is a general agreement that (a) English will have to be taught at the middle school stage if its existing position in the administration, courts and universities is not quickly altered and also that (b) there would be no need to teach English at this stage when it would be replaced by the mother-tongue or Hindi in administration, courts and universities. Unfortunately, there is a difference of opinion regarding the measures to be adopted in the present stage of transition when English still has, and will continue to have, a considerable importance in our life. A closer analysis of the problem shows that the existing differences refer to three problems :—

- (1) The duration of the present stage of transition ;

(2) The necessity of making a concession to the intense and widespread demand for the reintroduction of English in classes V-VII (which is also justified by the existing circumstances); and

(3) The consequences that would follow the reintroduction of the teaching of English in classes V-VII.

49. Two members of the Committee, Shri D. R. Mankad and Shri M. R. Patel, are of the view that the *present stage of transition need not be longer than ten years*. They believe that a programme for reducing the importance of English in life can be undertaken by a State, even if the Government of India does not fall in line with the policy. They, however, have reason to believe that even the Government of India is now changing its policy in respect of English and would soon be prepared to support the State Governments in all their attempts to replace English by the modern Indian languages and/or Hindi in the administration, courts and universities. They are, therefore, of opinion that *it is possible for the Government of Bombay, if it has the will, the vision and the determination, to prepare and successfully implement a programme for the reduction of the importance of English in life in a period which need not be longer than 7 to 10 years*. On the basis of this fundamental assumption, they argue that it is not necessary to reintroduce the teaching of English at the middle school stage in the area of the old Bombay State because the results of such reintroduction would, in themselves, take seven years to be visible at the secondary stage and ten years to be visible at the collegiate stage. But this time, the importance of English would have been reduced in life itself and there would no longer be any need for teaching it at the middle school stage. They are also opposed to the reintroduction of English at the middle school stage because the consequences of such a decision would be extremely disastrous. They would, therefore, make the following recommendations during the present period of transition :—

(1) *The decision taken by the Government of Bombay in 1948, which is educationally sound and which is also a very progressive step from the social and cultural point of view, should not be reversed under any circumstances;*

(2) *The Government of Bombay should prepare a programme for the replacement of English by the mother-tongue and/or Hindi in the administration, courts and universities. This programme should be spread over a period of not more than 7 to 10 years and its implementation should start from April 1959; and*

(3) *The teaching of English at the middle school stage in Vidarbha and Marathawada should not be disturbed for a period of three years in order to allow for proper education of public*

opinion. But thereafter, it should be progressively discontinued in a period of 4 to 7 years.

50. Shri Mankad and Shri Patel have expressed their views in detail in a separate *Note of Difference* which is given at the end of this Chapter. We have given our earnest consideration to their views and recommendations but regret to state that we cannot see our way to accepting them. We have already put forward the view that the problem of English must be treated as an all-India problem and that a nation-wide policy should be adopted towards it. We cannot, therefore, agree with the view that the Government of Bombay alone can prepare and implement a successful programme for the reduction of the importance of English in our life. We also feel that any programme on this subject which would be prepared by the Government of India would necessarily be a fairly long-ranged programme, partly because there are several pressures to the contrary, but mainly because this problem would not get sufficient priority in view of the difficult political and economic problems which the country has to face at present. We, therefore, feel that *the present stage of transition would be spread over not less than 20 to 30 years*. If this view is granted, it automatically follows that the recommendations made by Shri Mankad and Patel cannot be accepted and some modification of the decision of 1948 would have to be made as a transitional measure.

51. We also do not agree with our colleagues in the view that the consequences of the modification of the decision of 1948 would be extremely disastrous. In our opinion, these consequences are being unnecessarily exaggerated in certain quarters. But whatever the consequences, we feel that they would be less sinister than the present position in which a genuine public demand which is created by the actions of Government itself is denied a natural fulfilment. Moreover, *we also feel very strongly that, since the period of transition is going to be fairly long, some concession has to be shown to the intense and the wide-spread demand for the reintroduction of the teaching of English in classes V-VII*. Of course this demand has always been in existence since 1948. But it has been very greatly strengthened by certain recent developments to which a reference has already been made. In our opinion this demand for the reintroduction of English in classes V-VII is justified on several grounds inherent in the present situation, viz., (1) the emphasis on the study of English that is being openly advocated by the Government of India and bodies like the University Grants Commission; (2) the holding of all superior State and Central examinations in English in spite of the fact that the principle of holding them in Hindi and/or the regional languages has already been accepted; (3) the failure to dislodge English from the administration; (4) continued failure to displace it as a medium of instruction at the university stage; (5) the failure to co-ordinate different State or regional policies in this

regard; and (6) the failure to evolve better methods of teaching English to set off the reduction in time devoted to its study. So long as these factors continue as they are—and there is every reason to believe that situation would not be materially altered during the next 10 or 15 years—the demand for the reintroduction of English in classes V-VII would always be there. Under such circumstances, to condemn this demand on the ground that it is made by anti-national or reactionary elements is unfair; to try to silence opposition by the pious platitude that it is “an essentially good step in the right direction” is to close one’s eyes to the reality; and to ignore the overwhelming tempo of the public hunger for English by making it a “prestige” issue is, to say the least, dangerous. Since it is obvious that it is going to take a longish time to remove the causes that lead to this hunger, the only logical programme is to satisfy the hunger in the first instance and then to adopt measures for the removal of its causes. *We therefore recommend that the decision of 1948 should be modified and that the teaching of English should be reintroduced, on an optional basis, in the area of the old Bombay State, Saurashtra and Kutch, in classes V to VII with effect from June 1959.*

52. This problem was discussed in detail with the Integration Committee for Secondary Education and we agree with the conclusions reached in the joint meeting. We do not think it necessary to give any detailed reasons in their support because these have already been stated at length in Chapter III of the Report of the Integration Committee for Secondary Education and we endorse them fully. Our purpose would, therefore, be served, if we merely reiterate the following recommendations made by that Committee :—

(1) *The teaching of English may start from standard V on an optional basis depending on—*

(a) the local public demand, which should be ascertained by the managements of schools and the local bodies (District School Boards or Municipal School Boards), whose decision in the matter will be final.

(b) the availability of teachers; and

(c) *the option to children in the matter of learning English.*

(2) *If provision for the teaching of English is made in standards V-VII, it should not be a substitute for Crafts. The period for the teaching of English should be found by a suitable adjustment of the time-table. The Department should allow schools such freedom and latitude as is compatible with educational efficiency and leave the schools reasonably free to adjust the time allotment to the various subjects according to their requirements.*

(3) *Provision be made generally on the pre-1948 lines for a special one-year course in English for P. S. C. passed pupils or for those who complete standard VII without English.*

(4) *At the S. S. C. stage, provision be made for offering English at two levels—*

(a) *at the higher level normally based on a seven years' course of English, and*

(b) *at the lower level normally based on a four years' course of English pupils being allowed to take either of the two courses at the S. S. C. Examination, irrespective of the period for which they have studied English.*

(5) *Schools experimenting in the teaching of English from standard VIII should be encouraged to prepare pupils for the higher level in English.*

A few brief comments are necessary on these recommendations. Regarding the first, it would be observed that we propose to make the study of English an optional subject at the middle-school stage. These recommendations would need a change in Marathwada only where English is now taught as compulsory subject at the middle-school stage. We have discussed this problem with the representatives from Marathwada and we find that there would be no difficulty for the acceptance of this reform by the public of this area.

The main point to be noted in connection with this recommendation is that there should be adequate facilities for the study of English in rural areas and that no undue handicaps should be created for the rural children in this matter. When this recommendation is given effect to all secondary schools would start the teaching of English in classes V-VII and the needs of urban areas would be fully met. Even the needs of the bigger villages would be met because there are a few secondary schools in rural areas at present. The vast majority of villages, however, will not have this facility and we, therefore, suggest that due provision for the teaching of English may be made in upper primary classes, broadly on the lines that were adopted prior to 1948 in the area of the old Bombay State. For convenience of reference, however, the following suggestions are made here :—

(i) Secondary education should be expanded in rural areas and there is no need to provide for the teaching of English in the upper primary schools in all those villages where secondary schools proper exist at present.

(ii) Provision for the teaching of English need be made only in full-grade primary schools.

(iii) The general policy should be to make facilities for the study of English available within a distance of 3 to 5 miles from every village, as far as possible.

(iv) Fees may be charged in upper primary schools where facilities for the study of English are provided. These should however be lower than those charged in corresponding classes of

secondary schools proper. Moreover, the concessions to be given to students attending such schools should be more liberal than the corresponding concessions available to the students who attend secondary schools in the same region. This recommendation, however, should not be interpreted to mean that the existing concessions enjoyed by pupils in upper primary or middle schools in any region are to be adversely affected.

(v) Ordinarily a minimum attendance of 20 children should be expected before provision for the teaching of English is made in upper primary classes.

No discussion is needed in respect of the second and third recommendations. The fourth and fifth recommendations have already been discussed in detail earlier in paragraphs 46 and 47.

A note of difference by Shri D. R. Mankad and Shri M. R. Patel is appended to this Chapter.

A NOTE OF DIFFERENCE

BY

SHRI D. R. MANKAD AND SHRI M. R. PATEL.

We regret that we cannot agree with our colleagues in the views which they have expressed in paragraphs 51 and 52 and with the recommendations which they have made in paragraph 53. We, therefore, feel it necessary to write this note to clarify our position on this problem.

2. Our colleagues accept the view that the national pattern for the study of languages evolved by our leaders (*vide* paragraphs 11-13 of this Chapter) is fundamentally sound. They also agree that there would be no need to teach English, at the middle school stage, when the national pattern of languages is evolved in administration. However, in view of the fact that there is no all-India policy to reduce the importance of English at present, they feel that the period of transition would be fairly long and recommend a modification of the decision of 1948 during the stage of transition.

3. We are of opinion that 1948 decision should not be modified. It would be a very wrong step and would lead to disastrous consequences.

(1) There is no reason why the State of Bombay should retrace its steps on this fundamental issue simply because its policy does not fit in with the present policy of the Centre or of other States. We feel that such dependence on the Centre or on other States is not always necessary. If there is a difference between a State and the Centre or

between a State and another State on a matter which is so fundamental and right, the State should have the strength to fight the battle single-handed, if need be, and thereby bring all the situational pressure at its command on the Centre or the other States. Bombay has always shown such courage. It would be recalled that in the early years of the nineteenth century Bombay was the only State in India which tried to adopt the modern Indian languages as media of instruction in secondary education. But pressures from the Government of India soon began to be exerted and Bombay was compelled to adopt English as the medium of Secondary Education by about 1850. This history has again repeated itself. Bombay was the first state to give a progressive and truly national lead on the problem, immediately after the attainment of Independence and even today, it is the only State to cling desperately to the decision. It is also true that pressures from the Centre and other States are pulling in the other direction and that there is a strong move to support them within the State itself. But the situation is not irrevocably lost as our colleagues seem to think. The Report of the Pant Committee (i.e. official Language Committee of the Parliament) is not yet published. But the indications that appeared in the Press lead us to believe that the policy of the Government of India would be changed in the near future, as it is reported that according to the recommendations of that Committee Hindi would be treated as the principal official language of administration from 1965. If this report is correct, we feel that the Government of India would now lend its full support to the Government of Bombay if it were to stick to the decision of 1948 and decide to adopt the ancillary reforms calculated to eliminate English from the administration. If they do so, victory is sure to crown their efforts before long.

(2) We consider that reintroduction of English from Class V will show its results very slowly. Even if the teaching of English is introduced in class V in June 1959, the first batch of students will pass the secondary examination in 1966 and the Higher Secondary in 1967. The first graduates under this scheme will be available as late as in 1970. It would be easier and more desirable to complete the necessary administrative reforms during this period.

(3) We say this for one more consideration. If English is reintroduced from standard V the cleavage between the urban and rural people will continue to grow more and more. It will be impossible for the Government to satisfy the growing needs of the rural areas, as the needed number and quality of the teachers of English will not be available in any near future. If this step is taken, a psychological expectancy will be created amongst the rural and backward people, but it will be difficult to satisfy it.

(4) Our recommendation that the decision of 1948 should not be modified is also based on another important consideration. We are

convinced that the consequences of any modification of the decision of 1948 would be disastrous.—

(i) It would be tantamount to playing into the hands of reactionary forces who would exploit this sliding back to the full. The transitional stage will, therefore, be prolonged and it would be still more difficult in future either to dislodge English from the administration or to discontinue its use as a medium of instruction at the university stage.

(ii) It would be a death-blow to all idea of basic education.

(iii) Socially and politically, it would be tantamount to going back to Macaulay's ideas. Power would continue to be concentrated in the hands of a small class of English-knowing persons and it would only mean an invitation to the masses to rise in revolt against this political tyranny of English.

(iv) The development of the modern Indian languages is now getting stunted because of the domination of English and this stunting would continue for an indefinite period even in future and the education of the masses would suffer immensely.

(v) The national inferiority complex which the British tried to create as part of their programme of the enslavement of the Indian mind would not only continue but even increase and the creation of the greater India that we all dream of would not materialise.

In our opinion, this is too great a risk for the Government to take.

4. For all these reasons, *we recommend that the Government of Bombay should not re-introduce English in standards V-VII but should, within a period of ten years from now, remove English from (i) the State administration at all levels, (ii) from the tests and examinations in all the State services and should put all the pressure at their command to get English removed from (1) the State universities, (2) other universities, and (3) Central services and Administration and for this purpose should immediately go ahead with the planned programme as recommended in paragraphs 26 and 43 of this chapter.*

5. The continuance of the decision of 1948 in the area of the old Bombay State will not imply any new problem. This is also true of Saurashtra and Kutch which have the same pattern of school classes. In Marathwada and Vidarbha, however, where English is now taught in standards V-VII, some time will have to be allowed to remove English from this stage. We saw, during our tours in these areas, that the public mood was of subdued doubt, distrust and caution. They felt that, as they stood at present, they had the great advantage of being with the all-India Programme. They had a suspicion that the Bombay pattern would be extended to their

regions in which case they would lose the advantages they had at present and would be put to a positive disadvantage in so far as the all-India services were concerned. They were not ready to believe that the Government of Bombay will remove English from its administration, universities etc., and felt that they should wait and watch until the language reforms in administration were successfully implemented. They also felt that their present position should not be disturbed, until some positive evidence of the seriousness of the Government of Bombay is seen. We feel that this position of theirs is right. *We, therefore, recommend that the status quo should be maintained in Marathwada and Vidarbha for three years. By that time, the people would have concrete evidence of the lessening importance of English as a result of the reforms adopted in administration as we recommend here, and they would be willing to accept a change in their school curriculum. Then English should be removed progressively from the standards V-VII in these areas in a programme of 4 to 7 years.*

6. Even in the area of the old Bombay State, we feel that the problem which appears to be new at present (i.e. the intense and widespread demand for the reintroduction of English in standards V-VII) would become continuously simpler if the importance of English in administration is reduced. Every where, we were told that if English was removed from life i.e. from services etc., there would be no need of teaching it in standards V-VII. Even the majority of our members who have recommended the re-introduction of English in standards V-VII are, as we understand, ready to say that, if language reforms are carried out in services etc., both in the state and the Centre, it will not be necessary to teach English in standards V-VII. We, therefore, feel that the existing demand for the reintroduction of English in classes V-VII will be progressively reduced as the importance of English is reduced in administration.

7. But we would emphasis that our recommendations of non-reintroduction of English in standards V-VII and removal of English from Administration etc., go hand in hand. It will not do if English is not reintroduced from standard V and the same time no language reforms are carried out in administration.

8. As we look at the problem, the crux of the situation is the elimination of English from the administration and the universities. If this is done and done quickly enough, the existing problem of the hunger of English will disappear and all the new problems which a modification of the decision of 1948 will create would be automatically avoided. The question, therefore, is whether Government *can* and *would* implement such a programme. We are fully convinced that it *can* do so. Whether it *would* do so or not, is for Government

itself to say. It had the chance to do so and to prove its earnestness in 1949 when the Bhise Committee made its recommendations. In our opinion, it has still the same chance and this is probably the last. It is for Government to rise to the occasion and to save the country from the forces of reaction. We hope and pray that it would do its duty in this great crisis in our social and cultural history.

D. R. MANKAD.

M. R. PATEL.

CHAPTER IV

PRE-PRIMARY EDUCATION.

Although the main object of this Report is to suggest a programme for the integration and development of primary education, our terms of reference also require us to examine the problem of pre-primary education generally and to offer our comments (1) regarding the extent to which Government should take direct responsibility for pre-primary education and (2) the question of financial assistance to private bodies working in the field. Further, under Government Letter, No. PPS 1058-F-19546 of 28th April 1958, we have been asked to offer our comments on the recommendations of the Panandikar Committee appointed under Government Resolution, Education Department, No. PPS. 1057 of 6th June 1957. We shall, therefore, devote this Chapter to the discussion of these problems.

2. *Existing Position of Pre-Primary Education.*—Although the public interest in pre-primary education is not very old,* it must be admitted that pre-primary education has made considerable progress in this State, especially in comparison with the other States of the Indian Union.†

3. *Schools, Pupils and Expenditure.*—On 31st March 1957, there were 427 pre-primary schools in the State with a total enrolment of 31,167 pupils (17,166 boys and 14,001 girls). They employed 1,151 teachers (234 men and 917 women) and the total expenditure incurred on them was Rs. 15,03,271 which was raised as follows :—

			Rs.
Central Government Funds ..	...	...	13,834
State Government Funds ..	...	...	1,29,348
Local Funds (mostly municipal)	...	...	45,167
Fees	...	...	8,04,373
Endowments	...	...	62,370
Other sources	...	...	4,48,179

* For a brief history of the development of pre-primary education in the area of the old Bombay State, vide Chapter XV of A Review of Education in Bombay State (1855-1955).

† In 1955-56, the total number of pre-primary schools in the whole of India was 630 with an enrolment of 45,828 pupils. Of these, as many as 348 schools with an enrolment of 26,279 pupils were in the reorganized State of Bombay.

It will be seen that these institutions are mostly supported by fees, endowments and other sources. The Central Social Welfare Board gives some assistance to a few of these institutions and that accounts for the small contribution from Central revenues. The grant-in-aid from the State—this would be discussed in detail a little later—is very meagre and accounts for 8·5 per cent. of the total expenditure only. The municipalities are recently evincing considerable interest in this activity. They conduct pre-primary schools of their own and also give grants-in-aid to private schools. As stated above, they contributed about 3 per cent. of the total expenditure in 1956-57.

4. *Urban and Rural Pre-Primary Schools.*—Another interesting aspect of the present situation is that most of these institutions are located in urban areas as the following table will show :—

TABLE NO. IV(1).

Pre-Primary Schools—Urban and Rural.
(1956-57).

Region.	No. of Pre-Primary Schools.		No. pupils in Pre-Primary Schools.	
	Urban.	Rural.	Urban.	Rural.
1. Greater Bombay ...	84	...	7,496	...
2. Gujarat Districts of Old Bombay State.	78	30	7,039	1,529
3. Saurashtra and Kutch.	31	6	3,136	301
4. Marathi Districts of Old Bombay State.	83	16	5,683	1,037
5. Vidarbha ...	63	30	3,557	1,088
6. Marathawada ...	6	...	301	...
Total ...	345	82	27,212	3,955

It will be seen that 345 pre-primary schools out of a total of 427 (76 per cent.) are in the urban area. Pre-primary education in rural areas seems to be comparatively better developed in Vidarbha and Gujarat. It does not just exist in the rural areas of Marathawada.

5. *Management.*—The analysis of the existing Pre-primary schools from the point of view of management is given in the following table :—

TABLE No. IV(2).
Pre-Primary schools according to Management.
(1956-57)

Management.	No. of Pre-primary Schools.	No. of pupils in Pre-primary Schools.
Central Government ...	...	...
State Government ...	3	317
Municipal ...	21	1,403
Janapada ...	22	837
Urban-Private-Aided ...	181	13,778
Urban-Private-Unaided ...	140	11,714
Rural-Private-Aided ...	29	1,387
Rural-Private-Unaided ...	31	1,731
Total ...	427	31,167

The ex-Government of Saurashtra used to conduct three pre-primary institutions which appear in the above statistics ; but these have since been transferred to the District School Boards. In the area of the old Bombay State, the District School Boards do not conduct any pre-primary schools ; but four municipalities conduct one school each. In Saurashtra, the District School Boards as well as municipalities conduct pre-primary schools which number seven. In Vidarbha, the municipalities conduct ten pre-primary schools and the Janapadas, twenty-two. In Marathawada, no local bodies show any interest. Most of the pre-primary schools, therefore, are conducted by private enterprise which accounts for 381 institutions with 28,610 pupils out of a total of 427 schools with 31,167 pupils. Out of these, 210 institutions with 15,165 pupils receive aid from Central or State funds.

6. *The rates of fees* vary from school to school and from locality to locality. Some are free while the highest fee reported (inclusive of transport) is Rs. 20 per mensem. The average fee per pupil enrolled works out at about Rs. 25·2 per annum. No grant-in-aid from Government is given to schools which charge a tuition fee of more than Rs. 2 per month ; and as 210 schools out of 381 are aided, the implication is that the fee charged in a majority of the schools is below this level.

7. Regarding the actual working of the pre-primary schools, four major complaints were brought to our notice. The first of these refers to *the employment of un-trained teachers*. It was pointed out that there are excellent and adequate facilities for the training of pre-primary teachers in the State at present and that, in certain cities a fairly large number of trained pre-primary teachers are actually unemployed. In spite of this, even the pre-primary schools which have been recognised by the Department employ a large number of un-trained teachers. In 1956-57, the total number of teachers working in pre-primary schools was 1,151 of whom as many as 501 teachers (81 men and 420 women) or 44 per cent. were un-trained. In urban areas, where all the training colleges for pre-primary teachers are located and where the unemployment amongst trained pre-primary teachers exists on a very large scale, the percentage of untrained teachers is as high as 46, and as many as 461 teachers out of 1,017 are untrained. The situation in rural areas where trained primary teachers are generally reported to be unwilling to go is, however, more favourable than that in urban areas and as many as 94 out of 134 pre-primary teachers employed (70 per cent.) are trained. We were told that this unhappy state of affairs is mainly due to the laxity of Inspection and a demand was made that the Department must adopt a stricter policy in this respect in future.

8. The second deficiency of the existing situation to which our attention was invited is *the absence of a Special Inspectorate for Pre-primary Schools*. At present, these schools are inspected by the Assistant Deputy Educational Inspectors. In several cases, a woman Assistant Deputy Educational Inspectress is sent for the inspection of pre-primary schools, but that is not the invariable rule. What is more important, none of the Assistant Deputy Educational Inspectors or Inspectresses have received any special training in pre-primary education with the result that they are not in a position to judge the standard of instruction provided in the schools, to point out the deficiencies in their working, and to guide and advise the teachers in charge. The persons who put forward this view—and they were highly responsible workers in the field of pre-primary education—insisted that such an inspection by an un-trained officer cannot serve any useful purpose.

9. The third difficulty to which our attention was invited is *the existence of a very large number of unrecognised pre-primary schools*, especially in urban areas. In Bombay City, we were told that such schools were "innumerable", in Ahmedabad, we were told that the number was more than 200; in Surat we were told that the number exceeded 100; and similar estimates and complaints were received from almost every town of any importance. The existence of these schools is only partly due to an educational impulse i.e., the growing desire to provide pre-primary education to children.

But this is not the whole truth and it must be admitted that the sociological and economic conditions in urban areas are also very largely responsible for the phenomenal growth of these institutions in recent years. When both the husband and wife are working outside the home and the number of such couples in the middle-classes is increasing very rapidly at present—someone has to be found to look after the young children; and we were told that, very often, a young child is sent to a pre-primary school because it is cheaper to do so than to maintain a servant at home. Most of these un-recognised schools, therefore, are “baby-sitting establishments” rather than “schools”. There is, however, a smaller group even among these unrecognised schools which claims to provide “education” in the sense that the schools of this group teach reading, writing and arithmetic at an early age and prepare the children for the examination of primary Standard II at the age of six or seven earlier. Several parents are under the false impression that the chances of their children competing at public examinations would be improved if they began their formal education at an early age and they send them to such institutions and pay fairly large fees for their services. These schools are, therefore, more like “primary schools for very young children” rather than pre-primary schools as such. Both these groups of schools evade recognition by the Department—the first because it teaches nothing and the second because it teaches too much.

10. The fourth difficulty about which we received very strong protests from the workers in the field was the *inadequacy of grant-in-aid*. It was pointed out to us that as many as 171 pre-primary schools out of a total of 381 are unaided at present. The largest number of these are found in the area of the old Bombay State where a rule has been adopted that no grant-in-aid should be paid to pre-primary schools which charge a tuition fee of more than Rs. 2 per mensem. It was argued that this rule should be deleted altogether or that the limit laid down in it should be increased to Rs. 3 per mensem. It was also pointed out that the average grant per pupil now works out at about Rs. 4 only per annum for the State as a whole; and that, even in this field, the greatest offender is the old Bombay State where the total amount spent from State revenues during 1956-57 was Rs. 42,241 only.* The grants-in-aid in Saurashtra and Vidarbha are more liberal, both in theory and in practice.

* The total direct expenditure from State revenues on pre-primary education during 1956-57 was as follows :—

			Rs.
Area of the old Bombay State	...	...	42,241
Saurashtra and Kutch	...	...	49,173
Vidarbha	...	...	34,168
Marathwada	...	...	3,766

11. *The Role of the State.*—We shall now turn to the discussion of the first important problem referred to us, namely, the extent of responsibility which the State should assume for pre-primary education at present.

In this context we found that the largest number of controversies that arose in our discussions referred to the role which the State Government should play in pre-primary education. The following suggestions in this respect were made to us :—

(1) The extreme view in support of pre-primary education was expressed by Shri S. N. Namle, Principal, Pre-Primary Training College, Dadar, Bombay. He advocated that pre-primary education should be compulsory and universal and argued that it would be in the larger interest of the State to have compulsory education in the age-group of 3-11 instead of in the age-group of 6-14.

(2) The other extreme view was expressed by Shri D. D. Karve who suggested that the State should have nothing to do with pre-primary education at this stage when there were several other more urgent matters awaiting its attention. This opinion was supported by a very large number of other witnesses also. This group of thinkers advocated the view that, for some time to come, pre-primary education should be left exclusively to private enterprise, supported, if absolutely necessary, by moderate grants-in-aid from State revenues.

(3) It was also suggested to us that the State Government should conduct a few pre-primary schools either as models to private enterprise or as experimental institutions. It was suggested, for example, that Government should conduct at least one pre-primary school in each district for the middle-classes on a partially self-supporting basis and that, in addition, it should also conduct pre-primary schools in slums and in areas largely inhabited by Harijans or the labouring classes. It was further suggested that it would be a duty of the State to conduct pre-primary schools for orphans and the children of aboriginal and hill-tribes.

(4) The fourth view expressed before us that the State need not conduct pre-primary schools of its own, but it should encourage private enterprise in this field by a liberal system of grant-in-aid. It was suggested that the fee charged in the school should not be taken into consideration at all and that a grant-in-aid from State revenues should be given to all pre-primary schools irrespective of the fees charged. The rates of grant-in-aid suggested varied from 25 per cent. to 50 per cent. in case of schools charging fees and from 50 to 100 per cent. in the case of those which were conducted free for the poorer sections of the society.

(5) Another view expressed before us was that the State should provide the necessary leadership and financial assistance in this field in one or more of the following ways:—

(i) By the establishment of a State Board of Pre-Primary Education for the control and Development of pre-primary Education in the State as a whole;

(ii) By the institution of a regular and detailed Grant-in-aid Code for the grant of recognition and aid to private pre-primary schools;

(iii) By providing a trained special Inspectorate for pre-primary education;

(iv) By training of teachers for pre-primary training institutions controlled directly by the State or through private institutions which should be liberally assisted by grants-in-aid; and

(v) By award of suitable grants-in-aid.

Of these five different views that were placed before us, we find that the first four cannot be accepted. The view of Shri Namle indicates his passion and devotion for the cause. It cannot, however, be taken as the basis of State policy. Pre-primary education has not been made universal and compulsory in any part of the world and it is impossible to support the contention that compulsory education in the age-group of 3-11 is better than that in the age-group of 6-14. We, therefore, do not think that this view need be examined in detail. Secondly, we cannot also accept the view that the State should do nothing or very little for pre-primary education. The need and importance of pre-primary education is now universally recognized; and to go on repeating the old dogma that the State should not assume any responsibility in pre-primary education until its responsibilities for primary education are adequately provided for, has no meaning at the present time. We do agree that primary education has a far higher priority of claim on the State revenues; but, at the same time, we feel that some moderate beginning has to be made in the field of pre-primary education also as early as possible. Thirdly, we cannot agree to the proposal that the State should conduct pre-primary schools as "models" to private enterprise or as "experimental" institutions. The theory that the State Schools would be models to private enterprise was started in the early years of this century by Lord Curzon and it has already been exploded and abandoned in every field. To re-start it in the field of pre-primary education at this late hour in the day would be an error of the first magnitude. Moreover, we do not think that the agency of the Education Department is the right agency, under the present circumstances, to conduct experimental pre-primary schools. This work is better left to private institutions of standing and reputation which are in a position to command the talents and services of several devoted and idealistic workers. Lastly,

we cannot also accept the contention that private enterprise should be *liberally* assisted from State revenues. Most of the pre-primary schools that exist at present are for the children of the rich and middle classes. It is our considered opinion that the pre-primary classes for the children of the rich should not be given any support from State revenues and that only a very moderate support should be given to institutions meant for the middle classes and it is only the pre-primary schools for the poorer sections of the society that need be supported liberally from State revenue. We, therefore, feel that the Bombay rule which refuses to give grants-in-aid from the State revenues to any pre-primary school which charge a fee higher than the prescribed maximum is based on a sound principle of social justice. It must not only be continued but extended to other areas also.

In view of the arguments given above, we propose to accept the fifth view placed before us which in our opinion, expresses that policy of moderation and justice which is necessary at the present time. *We, therefore, recommend that the role of the State in pre-primary education should be restricted to the five activities mentioned in paragraph 11 (5) above.*

12. *State Board of Pre-Primary Education.*—We are of opinion that the recommendation made by the Panandikar Committee for the creation of a permanent State Board of Pre-Primary Education is very sound and we, therefore, recommend that it should be immediately accepted by Government. The powers and duties of this Board have also been correctly visualized by the Panandikar Committee and we have no changes to suggest in that context. For convenience of reference, however, we reproduce them below :—

“The State Board of Pre-Primary Education shall have power—

(a) to recommend the revision of the syllabus of pre-primary training institutions and schools, when necessary, and frame rules for the conduct of examination and recommend books for study ;

(b) to recommend rules for the inspection of pre-primary schools and pre-primary training institutions ;

(c) to recommend rules for grant-in-aid to pre-primary schools and pre-primary training institution ;

(d) to organise and conduct examinations for pre-primary teachers in accordance with the rules sanctioned by Government from time to time ;

(e) to consider and recommend equivalence of other pre-primary training courses ;

(f) to study from time to time, the conditions and requirements of pre-primary schools and pre-primary training institutions ;
and

(g) to prepare books for the guidance of pre-primary teachers and pre-primary trainees."

13. *We recommend that this Board should have a whole-time Secretary.* An additional post in Bombay Education Service, Class II should be created for this purpose and a person who is a trained graduate with experience of pre-primary education for not less than five years, preferably a woman, should be recruited for it. There are 13 pre-primary training institutions in this State; the number of pre-primary schools has already exceeded 400 and it is rising very rapidly from year to year. Besides, the examination for pre-primary teachers also will have to be conducted. In our opinion, all this work is so heavy that it cannot be entrusted to any officer of the Department as additional duties. At present, the Inspectress of Girls' Schools, Bombay is in charge of conducting the Pre-Primary Teachers Certificate Examination for the State. We are not sure that she can do justice even to this solitary problem with the increase in the area of the State; and assuming, for the sake of argument, that she would be able to manage it in addition to her other duties, it would be physically impossible for her to perform all the other duties connected with pre-primary education, such as inspecting training colleges for pre-primary teachers and developing and controlling pre-primary education in the area of the State as a whole. We, therefore, strongly feel that, in the larger interests of the pre-primary education, it would be necessary to create a special post for the Secretary of the State Board of Pre-Primary Education, who should also be the State Inspector or Special Officer for Pre-Primary Education.

14. The Panandikar Committee has made no proposals regarding the composition of this Board and has merely suggested that it should consist of "official and representative non-official members". We have examined this problem in further details. We suggest that this Board should consist of 12 persons of whom three would be officials and nine would be non-officials. All the members of the Board and its chairman would be nominated by Government for a period of three years at a time. The Special Officer in charge of pre-primary education should be the member-secretary of this Board. He should be attached to the office of the Director of Education and the office of the State Board of Pre-Primary Education also should be located in Poona. Among the two other officials to be nominated on the Board, at least one should be an Inspectress of Girls' Schools. The nine non-official members to be nominated on the Board should include (1) at least one Principal of a training college for pre-primary teachers, (2) at least one Principal of a training college for secondary teachers (if he is not already included amongst the official members), (3) at least one Principal of a primary teachers' training college, (4) a representative of the State Board of Primary Education, and (5) five educationists specially interested in the problem.

15. Adequate provision for the travelling and daily allowances of the members and other expenditure connected with the Board and its office will have to be made.

16. *Grant-in-aid Code for Pre-Primary Institutions.*—In the area of the old Bombay State, there is no special Grant-in-aid Code for pre-primary institutions. These matters are now dealt with under Rules 137 and 140-143 of the general Grant-in-aid Code for Schools and Colleges. In Saurashtra also, pre-primary schools are aided under section I of Rule 65 of the Saurashtra Government, Education Department, Revised Grant-in-aid Code Rules, 1954. In Kutch, the Bombay Code has been adopted. In Vidarbha also, grants-in-aid to pre-primary institutions are dealt with in the general Grant-in-aid Code. In Marathwada, there are no specific rules and only *ad hoc* grants are being given.

17. There is no objection in theory for having only a section devoted to pre-primary institutions in the general Grant-in-aid Code for Schools and Colleges and the evolution of a special Code for pre-primary institutions is not absolutely essential. But it was pointed out to us that certain special conditions are necessary for the successful working of pre-primary institutions and that these have not been noticed at all in the existing rules of grant-in-aid for pre-primary institutions. For example, the Bombay Code does not prescribe any specific conditions for recognition and payment of grant-in-aid to pre-primary schools. Rule 143 only states that "the rules regarding recognition given in Chapter II of the Code with reference to secondary schools" shall also apply to the pre-primary institutions in so far as they may be applicable". It was, therefore, argued that the following special requirements of a pre-primary school are not at all provided for in these rules :—

"Age for admission.—Generally, the age for admission to a Pre-primary School should be 2½ years and the child can continue in the school till the age of 6.

Staff.—Ideally all the teachers in a pre-primary school should be pre-primary trained teachers. In any case, the proportion of trained teachers should not be less than 75 per cent. There should be one teacher and one attendant for a group of 30 children on the roll. One attendant, however, will be enough for two such groups. If a pre-primary school has more than 100 children, there should be a chief directress in addition to the teachers.

Space.—Ideally 36 square feet per child (with a minimum of 16 square feet per child for indoor activities) and minimum 2,000 square feet for 50 children for outdoor free-play and gardening activities. School surroundings must provide opportunities for observing nature.

Equipment.—Material required for the different types of activities followed in a pre-primary school and playground material.

Refreshments.—Refreshments where children help themselves and one another must form a necessary part of the day's programme. The child's need for nourishment needs to be attended to and it would be desirable to give supplementary diet, wherever necessary and possible.

Rest.—Arrangements for allowing children to rest should be provided.* ”

The Saurashtra Code is a little better in this respect because it prescribes a few special conditions for primary schools. But we fully agree with view that the conditions for recognition and grant-in-aid to pre-primary schools and training institutions have to be prescribed in sufficient detail for the purpose of administration. We also find that this has not been done in the existing Codes of grant-in-aid in most of which pre-primary schools get only a brief notice in passing. The objection that is now raised against the existing legislation on the ground that it does not pay adequate attention to the special requirements of pre-primary institutions is valid; and we, therefore, recommend that either a special *Grant-in-Aid Code* should be prepared for pre-primary institutions or a special *Chapter* should be incorporated in the existing Codes for their administration and that the conditions of recognition and aid and other relevant matters should be prescribed in sufficient detail. We think that it would be a specific duty of the State Board of Pre-Primary Education to examine this problem and submit a draft *Grant-in-aid* to Government for necessary orders.

18. *Special Inspectorate for Pre-Primary Education.*—We entirely agree with the representation made to us that there must be a specially trained Inspectorate for pre-primary institutions and that the average Assistant Deputy Educational Inspector or Inspectress who inspects these institutions at present is not adequately equipped for the purpose. We, therefore, recommend that the Department should organise a special orientation course of three months for the *Inspecting Officers* of pre-primary schools. This has also been recommended by the Panandikar Committee which further suggests that the course of training should be drawn up in consultation with the proposed State Board for Pre-Primary Education—a view with which we entirely concur. One or two Assistant Deputy Educational Inspectors from each district should be selected and trained in this course and they should be required to inspect all the pre-primary institutions in the district to which they belong. At present, the number of pre-primary schools in every district is so small that appointment of separate Inspecting Officers for them would not be justified

*This is an extract from the Report of the Panandikar Committee.

on financial grounds. But we believe that, within three to five years, a stage will be reached when there would be not less than fifty recognised pre-primary schools in every district. We suggest that as soon as about 40 to 50 pre-primary schools are recognised in a district, a special Inspecting Officer (preferably a woman) should be appointed for them. This stage is not very distant and we are of opinion that during the next five years, every district in this State would need at least one special Inspecting Officer for pre-primary institutions. When this stage is reached, a *special Inspectorate for Pre-primary Schools* would be automatically organised, just as a special Inspectorate for Physical Education has been organised at present. It would also function on the same basis. Every Assistant Deputy Educational Inspectress for pre-primary schools in a district would be under immediate administrative control of the Educational Inspector of the district; but she would be guided in the technical part of her work by the Special Officer in charge of pre-primary education, just as the State Inspector of Physical Education guides the Assistant Deputy Educational Inspectors or Inspectresses for physical education.

19. We realise that the creation of this special Inspectorate would involve additional expenditure to Government. But that is inevitable. It is the fundamental duty of the State to guarantee to the average parent that the education imparted in the schools for the support of which he makes a substantial sacrifice is sound and in the larger interests of his children. The importance of this duty is not diminished, but actually increased, on the ground that the State is not paying an adequate grant-in-aid to these institutions. We, therefore, feel that the State is under a moral obligation to provide a competent and adequate Inspectorate to supervise the pre-primary schools and we suggest that early steps should be taken to discharge these responsibilities satisfactorily.

20. *Rate of Grant-in-aid.*—The strongest demand from those persons who discussed this problem with us was that the immediate need of the situation was to liberalise the rates of grant-in-aid which now prevail in the area of the old Bombay State. Under the Bombay Rules, as stated already, no grant-in-aid is given to any pre-primary school in which a tuition fee of more than Rs. 2 per mensem is charged and the maximum grant-in-aid payable is fixed at 25 per cent. of the admissible expenditure in the previous year. In practice, however, the actual grant paid hardly reaches this limit of 25 per cent. In Saurashtra, the rate of grant-in-aid is fifty per cent. and consequently, the complaint about inadequate grants-in-aid was comparatively less; but here also, grants-in-aid at seventy-five per cent. or more were demanded. In Vidarbha, the urban pre-primary schools can get grants-in-aid at fifty per cent. in theory and actually they get anything between 40 and 50 per cent. In rural

areas, however, the grant-in-aid can be as high as 90 per cent.* Almost the same demand came from Marathwada. We were told that local teachers trained in pre-primary education were not available in this area with the result that persons from outside had to be induced to go to Marathwada and that, in consequence, a very high salary (Rs. 100 to 125 per mensem) had to be given to trained pre-primary teachers. It was, therefore, suggested that liberal grants-in-aid on the basis of salary should be provided for pre-primary institutions. The Panandikar Committee itself has made the following recommendations :—

“The budget provision for pre-primary education should be increased to enable Government to pay grant to pre-primary schools charging all inclusive school or tuition fees of Rs. 4 or less per pupil, at the rate of $33\frac{1}{3}$ per cent. of the admissible expenditure.

In view of the special needs of pre-primary schools, the salary of the staff at the rate of one teacher for 30 children and one attendant for 50 or less children, should be considered admissible for grant.

Expenditure on items required for keeping the environment and the person clean and tidy should be considered admissible for grant, since developing habits of cleanliness and tidiness is one of the necessary features of a pre-primary school.

In the case of schools which provide tiffin or refreshments themselves, 33 per cent. of the deficit, if any, between the expenditure and the income on the refreshments should be made good by grants, provided that the expenditure on the tiffin per child does not exceed Rs. 2 per month.”

21. An analysis of the statistics for 1956-57 shows that the most liberal grants-in-aid are given in Saurashtra; next comes Marathwada; this is followed by Vidarbha and Bombay State stands at the

* In Vidarbha the basis of maintenance grant is as follows :—

	Trained Teachers.	Untrained Teachers.	Contingency.
Rural Area ...	90%	33%	Rs. 200
Urban Area ...	50%	33%	Rs. 200

Equipment Grant—50 per cent. (in urban areas) and $66\frac{2}{3}$ per cent. (in rural areas) of the approved expenditure upto a maximum of Rs. 1000.

lowest rung of the ladder. The following statistics show the exact amount of grant-in-aid per pupil enrolled during 1956-57 :—

TABLE No. IV(3).

Grant-in-aid to Pre-Primary Schools.
(1956-57).

Region.	Total enrolment in pre-primary schools during 1956-57.	Grant-in-aid paid to pre-primary institutions.	
		Total Rs.	Per pupil Rs.
Area of the old Bombay State.	22,784	42,241	1·8
Saurashtra and Kutch ...	3,437	49,173	14·3
Vidarbha ...	4,645	34,168	7·4
Marathwada ...	301	3,766	12·5

22. The most important issue in this context refers to the rate of the monthly fee beyond which no grant-in-aid is to be given to a pre-primary school. From our point of view, this is the most important issue. When funds are limited, it is a moral responsibility of the State to see that they are spent in assisting the poorest sections of the society. If the recommendations of the Panandikar Committee were to be accepted, the grants-in-aid would have to be paid to every pre-primary school which charges a fee of Rs. 4 per mensem. We think that a person who can afford to spend Rs. 4 per mensem for the education of his child must belong to that class of society which does not need any assistance from the State revenues. We, therefore, recommend that the existing rule that no grant-in-aid should be given to a pre-primary school which charges a tuition fee of Rs. 2 or more per month is sound and should be continued. In the case of schools which provide tiffin or refreshment from their own funds and charge an all-inclusive school fee, this rate should be raised to Rs. 3 per month. Any attempt to raise this limit further would increase the financial liability of Government very materially and the benefit of this additional expenditure would go to a class which should not claim it from the State under the existing conditions.

23. The next issue refers to the rate of grant-in-aid. The highest rate in force to-day is 90 per cent. of the admissible expenditure (Vidarbha-rural areas) and the lowest is 25 per cent. (Bombay). The Panandikar Committee has apparently worked out a compromise and suggested the rate of 33½ per cent. of the admissible expenditure. As we look at the problem, all these basis suffer from one major difficulty—except in Vidarbha—they make no distinction between

urban and rural areas. As we have shown earlier, the development of pre-primary education is mostly concentrated in urban areas at present. We feel that the desire for pre-primary education is growing very rapidly in the urban areas and that it will continue to grow even in the absence of a liberal assistance from the State revenues. The conditions in rural areas are, however, different. Here, the extent of pre-primary education is extremely limited and the poverty of the people is so great that, unless liberal assistance is made available from the State revenues, it would not be possible to increase the extent of pre-primary education in this area. Hence we feel that, in this field, as in all others, a distinction has to be made between the rates of grant-in-aid for urban and rural schools. We, therefore, suggest that all pre-primary schools in urban areas which are eligible for grant-in-aid should be assisted at 25 per cent. of their admissible expenditure. The only exception to this rule would be the pre-primary schools conducted for orphans, for children of the backward communities, or for children of persons whose income from all sources does not exceed Rs. 100 per month. The schools which fulfil these conditions may be aided at 33½ per cent. of their admissible expenditure in spite of their location in urban areas. *Pre-primary schools in rural areas should generally be assisted at 50 per cent. of their admissible expenditure, and in the case of pre-primary schools for the Adivasis, the rate of grant-in-aid may be raised to 90 per cent.*

24. We also do not agree with the recommendation of the Panandikar Committee that a grant-in-aid from State revenues should be given towards the expenditure on tiffin or refreshments. We do not think that the country is at a stage when these responsibilities can be undertaken by the State. This does not, of course, mean that we undervalue the importance of providing tiffin or refreshments in pre-primary schools. Our only suggestion is that these should be provided by the parents. If this is not possible, the management of the school concerned should raise the necessary funds through local contributions.

25. With the modifications suggested above in paragraphs 22 to 24, we accept the recommendations of the Panandikar Committee quoted above and recommend that these principles should be extended to all the areas of the State.

26. We realise that these suggestions would result in reduction of grant-in-aid that is now being paid to some rural institutions in Vidarbha and to some urban institutions in Saurashtra, Vidarbha and Marathwada. This cannot be helped. We however, suggest that the reduction in grant should not be made in one year. The schools concerned should be given time to adjust their budgets by spreading the cut over five years as may be necessary on the merits of the case.

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27. We have recommended the adoption of the *salary grant system* for private primary schools. We feel that the system of salary grants is more suited to the needs of private enterprise than that of proportional grants, which has been recommended by the Panandikar Committee and to which we have suggested certain modifications stated earlier. We, therefore, recommend that the adoption of the system of salary grants for private pre-primary Schools with suitable modifications in the rates of grant-in-aid suggested earlier may also be considered.

28. *Training institutions for Pre-Primary Teachers.*—At present there are 13 institutions for the training of pre-primary teachers in the State. Of these, only the Pre-primary Montessori school at Nagpur is conducted by Government. 9 are aided and 3 are unaided. 12 of these are in the cities and only one—Gram Bal Shikshan Mandir, Bordi, district Thana is in the rural areas. The total number of students in all these institutions is 766 of whom 104 are men and 662 are women. The total expenditure of all these institutions came to Rs. 2,02,153 during 1956-57 which works out at about Rs. 300 per annum for every trainee in average attendance. This expenditure was provided from the following sources :—

Sources.	Direct expenditure incurred on training institutions for pre-primary teachers during 1956-57.
	Rs.
State Government	91,884
Fees	72,256
Endowments and Subscriptions	124
Other sources	37,889
Total ...	2,02,153

29. We discussed this problem with the officers of the Department, representatives of these institutions and also with other persons interested in pre-primary education who gave evidence before us. We raised the following issue for discussion :—

- (1) Are all these training institutions really needed ?
- (2) Is there any justification for Government directly conducting training institutions for pre-primary education ?
- (3) Is the existing system of grant-in-aid to pre-primary training institutions adequate ? If not, what are the changes necessary ?

30. The first of these issues is really very important. As we pointed out earlier, the total number of teachers working in the recognised pre-primary schools at present is only 1,151. The annual replacement in their ranks would not, therefore, be more

than 40. We may also need at the most two hundred teachers for the new pre-primary schools that are being opened every year. At the present moment, therefore, our total requirements of trained pre-primary teachers are not more than 250 to 300 per annum. We have, however, created training institutions which provide accommodation for about 800 teachers and whose annual output is nearly five to six hundred teachers. This excess production leads to a good deal of unemployment and results in a certain waste of public funds. We, therefore, wanted to know whether any restrictions or revision of existing policy was needed in this field.

31. A number of replies were given to the arguments that we have stated above and which we raised in the course of our discussion. We were told, for example, that the life of the average teacher in pre-primary schools is not very long, because several girls take it up as a career only until they are married. This necessitates a much larger replacement ratio than that in a primary school or in any other institution staffed mostly by men teachers. We were also told that a very large number of trained teachers are actually working in unrecognised institutions which do not appear in departmental statistics. In the City of Ahmedabad, for example, there are only 5 recognised pre-primary schools; but the number of unrecognised schools is more than 200. This view was also supported by the principals of the training institutions who generally expressed the opinion that very few of their students were unemployed. We were also told that education given in a pre-primary training college is very useful to a mother and that a girl who receives this education becomes a good mother, even if she does not become a teacher and that the expenditure incurred on her training is, therefore, fully justified. It was, therefore, argued that all the existing pre-primary training institutions were really needed.

32. These arguments are valid and they show that the existing provision for training facilities at this level is not as much in excess of the actual requirements of the pre-primary schools as is sometimes made out to be. On the other hand, we also found that a demand for additional training institutions was being made from several quarters. We were told that girls do not usually go to distant places for service—we entirely agree with this view—and that it was, therefore, necessary to start at least one pre-primary institution in every district, if the pre-primary education in that area was to expand. A view was also expressed that such institutions should be largely located in rural areas and that a beginning in that direction be made by organising at least one such institution in each Division.

33. This demand, therefore, creates a difficult situation. On the one hand, the existing provision for pre-primary training institutions is probably a little in excess of the demand. On the other

hand, there is a genuine demand for additional institutions of this type and it is necessary to meet it also.

34. We have examined this difficult problem from every point of view and in great detail; and we have come to the conclusion that it would be extremely desirable to appoint the women trained in pre-primary training institutions as primary teachers in charge of Classes I and II. The minimum educational qualifications for admission to a pre-primary training institution is a pass at the S. S. C. Examination (for the one year's course) or a pass at the P. S. C. Examination (for the two years' course). These minimum qualifications are on a par with those prescribed for primary teachers. A good deal of the training course is also common. We also feel that the methods of teaching in vogue in pre-primary schools can be adopted with great advantage in class I of primary schools and that a pre-primary trained teacher is in a better position to handle this class than another who is trained as a primary teacher. Moreover, the appointment of women by itself would also help in attracting a larger number of girls to schools. All things considered, therefore, we entirely agree with the following recommendations made by the Panandikar Committee :—

"Pre-primary trained teachers should be considered eligible for appointment as trained teachers in primary schools to teach in Standards I and II.

As pre-primary trained teachers trained according to the revised syllabus, will have passed in five out of six academic papers required for the junior certificate of the Primary Training Certificate Examination, they should be allowed to appear for the P. T. C. Examination (Junior Certificate) after one year's attendance at a Primary Training College and should be exempted from studying and appearing in the academic subjects in which they have already passed.

Pre-primary trained teachers trained according to the old syllabus should also be granted a similar exemption and allowed to appear for the P. T. C. Examination (Junior Certificate) after a year's attendance at a Pre-primary Training Institution."

35. The Panandikar Committee has not discussed the reasons for these recommendations in any part of its Report. But we entirely agree with them and we also feel that they meet the existing situation admirably. If these are accepted, the persons trained in these institutions can be appointed as primary teachers and we think that they would do excellent work even if they do not undergo any further training as recommended by the Panandikar Committee. All problems of wastage, over-training and unemployment that now arise will at once disappear and it would be possible, nay even:

desirable, to meet the demand for new pre-primary training institutions. We, therefore, recommend that the above recommendations of the Panandikar Committee should be accepted.

36. We also recommend that the following policy should be adopted in giving recognition to new pre-primary training institutions :—

(1) No action need be taken in respect of existing institutions which should all be allowed to continue to function. *They should not, however, be allowed to open additional divisions.*

(2) *Priority should be given to the recognition of training institutions in areas where they do not exist. For example, there is no pre-primary training institution either in Marathwada or in Kutch. We, therefore, suggest that an attempt should be made to set up at least one pre-primary training institution in Marathwada and any proposal for such an institution that may come from Kutch should be sympathetically considered. Until such institutions are organised in these areas, we suggest that a certain number of scholarships should be instituted to enable the poor and deserving girls from these regions to undergo training in pre-primary training institutions located in other areas.*

(3) *In cities where pre-primary training institutions already exist, no permission should be granted to any additional institution in the near future.*

(4) *In considering applications for new pre-primary training institutions, preference should be given to applications from districts where no pre-primary training institution exist at present.*

(5) *There is only one pre-primary training institution in rural areas at present. An attempt, therefore, be made to start some additional centres in rural areas. We feel, that there should be at least one such centre in each region of the State.*

37. On the second issue raised above, we feel that Government need not conduct a pre-primary training institution but there need be no objection to the continuance of the institution at Nagpur on which Government spends about Rs. 38,000 a year. *We feel that this institution should be transferred to another city or to any rural area.* There are two more pre-primary training institutions already functioning in Nagpur and there is no reason why Government should conduct a third institution in the same place.

38. The Panandikar Committee did not raise and discuss the first two, of the issues we have raised above in paragraph 28. But it did raise the third issue about the rates of grant-in-aid to

pre-primary training institutions and made the following recommendations :—

“Pre-primary training institutions should be treated as on par with Primary training institutions in the matter of tuition fees, scales of pay, dearness allowance and student-teacher ratio and grant also should be paid on the same basis.

As it is essential that practising schools attached to pre-primary training institutions be highly efficient in order to make the training effective practising schools should be given grants at the rate of 50 per cent. of the admissible expenditure.”

We entirely agree with the above recommendations, Judged from every point of view, there is no need to make any distinction between the grant-in-aid to a training institution for pre-primary teachers and that for primary teachers. We, therefore, recommend that the two proposals of the Panandikar Committee made above may be accepted by Government, with the addition that *in rural areas, the rate of grants to practising schools should be increased to 75 per cent.*

39. *The Role of the Local Bodies.*—We have also raised and discussed the issue regarding the role of the local bodies in providing pre-primary education in their areas. We asked the municipalities and the District Local Boards whether it would be desirable to amend the existing laws on the subject and to make pre-primary education an *obligatory* duty of the local bodies. The reply invariably has been in the negative and even the Corporation of Bombay is not an exception to this rule. The usual argument advanced is that, under the existing financial conditions of the local bodies, it is not possible to find the additional funds required for pre-primary education if it were to be made an obligatory duty. We agree with this view.

40. We were, however, greatly impressed by the increasing interest which local bodies now seem to be taking in pre-primary education. This is a very welcome sign and we feel that encouragement should be given to local bodies to develop pre-primary education in their areas as a *discretionary* duty. In so far as municipalities are concerned, we suggest that they should be encouraged to run creches, play centres for children and even to conduct or give grants-in-aid to pre-primary schools. For this last purpose, however, they should accept the Grant-in-aid Code prescribed by Government. If they do so, we suggest that the expenditure incurred by them should be admitted for grants on a fifty-fifty basis. We are also of opinion that the District Local Boards should be encouraged to provide pre-primary education in their areas. Private enterprise would take a long time to develop in villages; and it would, therefore, be in the larger interest of the rural public

if District Local Boards come forward to provide pre-primary schools in villages with the assistance of the Local public. This should be a special responsibility of theirs in areas inhabited by the Adivasis. Such schools should receive aid from State revenues on the same basis as is recommended above for private pre-primary schools.

41. *Unrecognised Pre-primary Schools.*—The one last problem we have to discuss refers to the uncontrolled growth of unrecognised pre-primary schools which is now being seen in several big towns and to which we have already made a reference in paragraph 9. We have discussed this problem also in detail with a number of witnesses and we find that only two concrete suggestions were made to us to remedy this evil. The first is that every person conducting a pre-primary school should be required to take a license from the State Education Department before he starts work and that failure to do so should be made a penal offence. The second suggestion is that the State should take to itself the power of "compulsory closure" and should compel the managers of such classes either to seek recognition or to close down. We regret that we cannot agree to either of these suggestions. The first is a totalitarian concept and cannot be accepted in a democracy. The Education Department controls those schools and classes which seek its recognition; but it leaves these institutions which do not ask for its recognition severely alone. We believe that this freedom of work outside the purview of the State is absolutely essential in a democracy, although we agree that it can be abused very often and that it is actually being abused in the particular instance under discussion. Similarly we cannot also agree to the suggestion of compulsory closure. We realise that such authority has been taken to itself by the British Government under the Education Act of 1944. But in the infant democracy that we have in this country, a power of this type is more likely to be misused and we would not recommend its adoption at this stage. *The evil, therefore, can only be met through proper educative propaganda among the public.*

42. We would also like to invite the attention of Government and the public at large to the following valuable paragraph from the report of the Panandikar Committee :—

"When the committee visited some pre-primary schools, in Bombay, it was found that in some of these schools, the objective that pervaded all the work in the school was that of preparing children for the primary school. If this preparation is conceived in very broad terms, there is nothing objectionable in it; but if it is conceived narrowly as in these cases it appeared to be, it reduces the pre-primary school to a primary school of an elementary nature, and there is hardly any distinction between pre-primary and primary work as regards objectives, method or content or class

management. In some cases, children were being prepared for English medium primary schools, and the pre-primary schools concentrated their attention on giving the necessary grounding in English. Often schools run with the objective of preparing children for the primary school and to enable their pupils, at least the brighter ones among them, to secure direct admission to Standard II of a primary school at the age of six or even earlier, thus saving a year or more for the child. There is no doubt that this makes a powerful appeal to many of the parents who are anxious that their children should complete their course of studies at an early age and be ready for higher studies, competitive examinations or regular employment comparatively early. As educationists, we feel strongly that this is most undesirable and in the long run will come in the way of the child's proper development. Pre-primary education has its own intrinsic objectives and if pre-primary schools are run with the narrow objective of preparing children for primary schools and concentrate on the teaching of the three Rs. they will impose an undue burden on children of a tender age and will in fact, be exploiting the privilege of being allowed to run schools for younger children."

Of course, this evil also can be ultimately eliminated by educative propaganda alone. We cannot, however, close our eyes to the fact that the present practice of admitting children, who have been to pre-primary schools, direct to Class II at the age of six or even earlier, encourages this unhealthy tendency on the part of parents and the schools. *It would, therefore, be extremely desirable to make a rule that no child may be admitted direct to class I until he is six plus and to class II until he is seven plus.*

43. *Financial Implications.*—The following proposals made in the course of this Chapter will involve additional expenditure to Government :—

(1) Creation of the State Board of Pre-Primary Education (paragraph 12);

(2) Creation of an additional post in B. E. S. Class II for the Secretary of this Board who would also be the State Inspector of Pre-Primary Education (Paragraph 13);

(3) Provision of a Special orientation course of three months for the Inspecting Officers of Pre-Primary schools (paragraph 18);

(4) An additional amount required for grants-in-aid to private pre-primary schools in accordance with the rates proposed by us (paragraphs 20-27);

(5) Additional grants-in-aid to new pre-primary training institutions that may be organised (paragraph 36); and

(6) Additional grants to existing pre-primary training institutions that may be organised (paragraph 38).

44. It has not been possible for us to estimate correctly the financial implications involved in all these proposals. As stated earlier, the total amount spent on grants-in-aid to pre-primary schools came to Rs. 1,29,348 in 1956-57 and the total grant-in-aid paid to pre-primary training institutions came to Rs. 91,884. Thus the total expenditure on pre-primary education incurred by the State Government was Rs. 2,21,232. We feel that this amount will have to be raised to about Rs. 3,00,000 if adequate provision is to be made for the recommendations made by us.

45. In so far as priorities are concerned, pre-primary education cannot have any priority over primary education at the present moment. Government is under constitutional obligation to find all the money that is required for the expansion and improvement of primary education, but there is no such obligation in respect of pre-primary education. Consequently, the problem in pre-primary education is not one of finding all the money that is required for pre-primary schools and training institutions; and all that can be urged is that Government should provide as much amount as possible in its budget for pre-primary education and then distribute it on the principles of equity and social justice stated earlier.

CHAPTER V.

ADMINISTRATION OF PRIMARY EDUCATION : GENERAL PRINCIPLES.

The problems of primary education can be broadly divided into two groups : (a) administrative and financial and (b) academic. The first group of these problems is by far the more important and it has also been greatly emphasised in our terms of reference. We shall, therefore, first turn our attention to the examination of the administrative and financial problems of primary education. Chapter V-XVIII of the Report will be devoted to this discussion.

2. [In this introductory Chapter, we propose to discuss the fundamental general principles on which alone a successful machinery for the administration of primary education can be built up. It has been our experience that it is the ignorance of these principles that vitiates the discussion of the administrative problems of primary education and we have come across innumerable instances where people discuss individual problems of the administration of primary education in a piecemeal and isolated fashion with the result that wrong conclusions are often arrived at. We have, therefore, decided to devote a portion of this Report to the discussion and enunciation of the fundamental principles of the administration of primary education so that the numerous individual problems that arise in the process of integration can be studied in their proper perspective.

3. *Primary Education as a Responsibility of Government at all Levels.*—One of the most common misapprehensions on this subject is that the Constitution has made the State Government primarily (and even exclusively) responsible for primary education. This view was paraded before us by a very large number of witnesses; and in fact, this was one of the most important arguments put forward to support the contention that the local bodies should be deprived of all responsibility for primary education. We also discovered that this misapprehension usually arises from the language of Article 45 of the Constitution which says : "The State shall endeavour to provide, within a period of ten years from the commencement of this constitution, for free and compulsory education for all children until they complete the age of 14 years". But we wish humbly to point out that the word "State" which occurs in this section does not mean the State Government. Article 45 occurs in part IV of the Constitution and a reference to Article 36 read with Article 12 of Part III will show that the word "State" as used in Article 45 "includes the Government and Parliament of India, the Government and the Legislatures of each of the

States, and all local or other authorities within the territory of India or under the control of the Government of India". It is, therefore, obvious that the word "State" occurring in Article 45 cannot be equated with "State Government" and that it is wrong to quote Article 45 in support of the view that local bodies should be deprived of their powers over primary education. In fact, the connotation and implication of this Article is exactly the opposite. It suggests that universal compulsory education up to 14 years is so huge and complicated an undertaking and, at the same time, its national significance is so great, that this task must be attempted jointly by the Central, State, local and even all the "other" authorities in India. In other words, *this Article makes primary education a responsibility of Government at all levels—from the Local to the Central.*

4. This fundamental concept, we would like to state, is not based on the interpretation of the Constitution alone. What is even more important, the same conclusion is also reached on a purely academic and scientific approach to the problem of the administration of primary education. The various steps in the argument leading to this conclusion may be stated as follows :—

(a) The provision of universal, free and compulsory education up to 14 years is the most gigantic activity that a welfare State has to organise. The children in the age-group of 6-14 number about 20 per cent. of the population. If we add to this all the other persons that are involved in the administration of primary education such as (1) members of parent-teacher associations, school committees and school boards, (2) persons who make their living—either part-time or whole-time—by their association with this administration such as contractors of school buildings, writers and publishers of books (inclusive of the workers in printing presses), manufacturers and merchants of stationery, furniture and other supplies, and (3) persons who depend directly on the administration of primary education for their living and the members of their families such as teachers, school peons, school mothers, administrative and inspecting officers, employees of school boards, etc., it is found that about 25 per cent. of the entire population of a country i.e., one person out of every four is involved in the programme of universal primary education. There is no other national activity which is comparable with this in its magnitude.

(b) It is this very magnitude of the problem that makes it a co-operative endeavour of Government at all levels. The task is so huge that, if it is to be left to a single Government, it can be done by the Central Government alone. Such highly centralised administration of primary education is not absolutely unworkable and, in small countries, it may even work out successfully. But in big countries like India, it is impossible to make primary education a central subject. Consequently, the only way out is to divide the responsibility between Governments at all levels.

5. There is still another reason—unconnected with the size of the country—which makes it obligatory to divide the responsibilities of the administration of primary education between Governments at all levels. The administration of primary education is a very complex matter. It includes some very simple things such as (a) repairs to the local school buildings and maintenance of its play-grounds, (b) provision of drinking water and mid-day meals for children, (c) distribution of clothes and educational equipment, (d) day-to-day supervision over the local school, (e) celebration of school functions, etc. These can be done only at the local level and it is necessary to create some agency in the locality where the school itself is situated to look after them. On the other hand, the administration of primary education includes some extremely complex matters such as the responsibility to find the funds for compulsory education. This has to be squarely placed upon the Central Government because a costly undertaking of this type—the expenditure on primary education forms the third important item in national expenditure where compulsory education of 8 to 10 years is introduced), the first two places going to defence and communications—cannot be the responsibility of any other authority and it is the responsibility of the Centre either to find the funds from its own resources or to distribute resources at lower levels and to supplement the contributions of these lower levels through a properly devised system of grant-in-aid. [Between these two extremes, there is a large number of functions which have to be done at various levels such as the taluka, the district, the division and the State.] In short, if a chart of all the functions involved in the administration of primary education were to be prepared and each one of these functions were to be assigned to that level where it can best be performed, we would find that they would cover all levels—local, taluka, district, division, State and Centre and stretch right from the village to the metropolis at New Delhi. This distribution is something which cannot just be helped; and the only alternatives are that we may either work out the programme (a) through a centralised machinery where functions at lower levels are executed by the agents or officers of a Central Authority or (b) through a co-operative federation of authorities at different levels in which each authority has a certain freedom and independence of its own and is related to the authorities below and above in a suitable manner. The first of these ways is obviously the totalitarian. We, the people of India, who have decided upon the creation of a Sovereign Democratic Republic, can only choose the latter.

6. Decentralization of Executive Authority.—The second fundamental principle of the administration of primary education is that executive authority must be decentralised as largely as possible. Every primary school has to become a community centre and this can happen only if the school is taken as close to the people as possible. In fact, the administration of primary education has to be taken so

close to the people that it must ultimately involve every parent at some point or the other. It must also involve every locality because the primary school, is the most ubiquitous of all public institutions and because a large number of the functions connected with its administration have to be carried out through some type of local agency or other. Once these two basic needs are granted, the conclusion that primary education should have a decentralised pattern of administration, becomes inevitable.

7. It must also be pointed out that a very large number of functions included in the administration of primary education do not require expert knowledge or specialised training. All that they require is some basic human qualities such as love of children, desire to serve the community and sympathy for the underdog. These qualities are far more widespread than one may be inclined to believe; and what is more, they are innate in every human being and develop if a proper stimulus is provided. On the one hand, it is this very simplicity of its functions that makes it possible to decentralise the administration of primary education; and on the other, it is the capacity to stimulate the human qualities of love, sympathy and service in a large number of individuals that makes a decentralised pattern of administration more desirable than a centralised one.

8. One more aspect of the problem must also be stated here. It is true that all decentralisation has certain democratic qualities. But a decentralised pattern is specially suitable to the administration of primary education and has several advantages which help in its development. Some of the more important of these are :—

(a) It stimulates the interest of the community in the local school. This leads first to the harnessing of local talent and knowledge for the service of the local school and then to the creation of local enthusiasm for its development.

(b) It brings in local resources—in cash and kind—to promote primary education.

(c) A close association between the local school and local community makes it easier to adjust school curriculum and methods to local needs and increases the possibility of making primary education more effective.

(d) Primary education ought to be the education of the people. In a centralised pattern, it merely becomes the education of the people's children because the State takes the entire responsibility to set up and run the necessary schools and the people have nothing to do except to avail themselves of the existing facilities and to send children to schools. This passive role of the people is obviously undesirable. What we need is a more active participation of the adult population which would stimulate their sense

of initiative, responsibility and sacrifice. A decentralised pattern creates these favourable conditions and involves both parents and children in a common process where the very attempt to provide for the education of children educates the adults themselves and the entire system becomes an education of the "people" in the full sense of the word.

9. In order to determine the level of Government to which a given function in the administration of primary education is assigned on this basis of decentralisation, the usual procedure adopted is as follows :—

(a) The first step in the procedure is to prepare as complete a list as possible of the different functions included in the administration of primary education.

(b) The next step is to determine the various factors on which the successful performance of each function depends, viz., the calibre of the personnel required, the extent and quality of non-official co-operation and collaboration necessary, etc.

(c) Finally, each function is assigned to that level of Government where the factors essential for its successful performance are best available and where the probability of its being performed at the minimum of cost and with the maximum of efficiency is the brightest.

(d) Since the basic principle to be adopted is one of democratic decentralisation, a function is generally assigned to that level where its performance would bring it closer to the people; and if a function can be performed with almost equal efficiency at two levels, it is generally assigned to the lower of the two.

The actual division of the functions between the various levels of Government on the basis of these four principles is not always the same in all countries. This is a matter which obviously depends upon socio-economic conditions and patterns of general administration adopted; and one of the most interesting problems in the comparative study of the administration of primary education is to ascertain how and why this division of functions between the various levels of Government varies from one country to another. Unfortunately, we cannot enter into this fascinating field for want of time. But we shall discuss this division in so far as India is concerned, partly in this Chapter and partly in Chapter XIV and shall refer only to a few instances from abroad, where necessary, to illustrate some significant points of comparison or contrast.

10. *Allocation of financial Responsibility.*—Ordinarily, the needs of administration are generally met as soon as executive functions are allocated to different levels of Government on some principle or the other, because the usual convention is that steps have to be

taken to see that 'the delegation of executive authority is accompanied by the allocation of finances sufficient to cover the expenditure required for the efficient discharge of the authority delegated'. Unfortunately, this does not always happen in primary education. Here the usual experience is quite the opposite. On the one hand, the delegation of executive authority becomes less as we rise higher in the Governmental hierarchy. It is greatest at the local level, a little less at the State level and the least of all at the Federal level. On the other hand, the finances of a country are usually allocated on entirely different principles and the most common financial pattern is one in which the poorest and the most elastic resources are given to local bodies and the most expanding and affluent ones are given to the Federal level. Consequently, we find that the widest delegation of executive authority is combined with meagre and inadequate resources at the local level, whereas the federal level has the best of financial resources with little or no executive responsibility for primary education. Now, to resolve this discrepancy between the expenditure involved in the delegated responsibilities of primary education at a given level of Government and the financial resources available at that level is one of the most difficult problems in the administration of primary education.

11. One solution of the difficulty is very simple and obvious. It is suggested that, in such cases, the existing distribution of financial resources should be altered in such a way that adequate funds to cover all the expenditure involved in the delegated executive authority are given to *every* level of Government. This, of course, is the counsel of perfection and there can be no better solution to the problem we have posed. But unfortunately, this is not found to be always feasible in practice. Hence, a solution on the following lines is generally attempted :—

(a) To begin with, every effort should be made to reallocate existing financial resources to different levels of Government in such a way that adequate finances for the discharge of all the delegated executive functions are available at every level of Government ;

(b) The allocation of finances between the different levels of Government should also be reviewed periodically, say every five or ten years, so that necessary adjustments to achieve the above objective more satisfactorily can be made from time to time ;

(c) To every level of Government where some executive authority is delegated, some financial responsibility, however, small, should always be attached and there should never be any complete divorce between executive authority and financial responsibility. This may appear to be an obvious commonsense which needs no formal statement. But examples do occur where this principle is flagrantly violated. Under the Bombay Primary Education Act,

1947, the non-authorised Municipalities are required to make a financial contribution towards the expenditure incurred on primary education within their areas, but they have been deprived of all powers of supervision and control over it. One has only to turn to Chapter XI to realise the evils which result from this divorce between financial responsibility and executive authority. It is easy to see that innumerable difficulties would arise in securing adequate financial provision for a programme if an authority is made responsible only to finance it and is deprived of all executive powers of control. Similarly, if a body is entrusted with mere execution of a programme and is not required to make some financial contribution towards it, however small, there is likely to be a wastage of funds.

(d) If it is not possible, for any reason whatsoever, to allocate adequate resources to the local or State levels in order to enable them to discharge their responsibilities in primary education satisfactorily, the only alternative open is to centralise financial responsibility for primary education and to institute a good system of grant-in-aid from the federal to the State and from the State to local Governments.

12. *Centralization of financial responsibility.*—As stated earlier, the most common picture seen in the administration of primary education is that the local bodies have the heaviest executive responsibility and the least financial capacity; at the State level, the executive responsibility is lessened while the financial ability is increased; and finally at the Federal level, there is little or not executive responsibility for primary education inspite of the fact that the financial resources available are the most affluent. Hence, the last of three alternatives given above has generally to be adopted and *recourse has to be taken to the centralization of financial responsibility accompanied by the institution of a system of grant-in-aid.* This is a common feature of the administration of primary education in almost all countries and absolutely inevitable in India.

13. As is well known, the concept of universal, compulsory and free primary education was first evolved and put into practice by the Western nations. Consequently, the development of the finance of primary education in the West can throw a very interesting light on the problem and show us the way to correlate executive responsibility and financial capacity at every level of Government. We shall therefore, trace it in some detail.

In the middle ages, the tradition in the West was that the responsibility of providing education for its children rested primarily upon the family. It was considered to be the duty of the father and mother, as the heads of the family, to provide the necessary education for all their children—boys as well as girls. The father either educa-

ted his boys himself or, when he could not do so, sent them to a school and paid fees in cash or kind according to the local practice; and the mother generally managed to give the necessary education to her daughters by associating them with herself in her domestic activities. Under these arrangements, however, very poor families could not discharge this responsibility placed on them and the education of orphans also came to be neglected. It was, therefore, considered to be a duty of the Church to look after the education of the poorer children and orphans on the basis of charity and the State was not held responsible for the education of any children.

14. This arrangement could not obviously provide the equality of educational opportunity which democracy demands. The children of the rich and well-to-do families received good education, in spite of the fact that many of them were not gifted with adequate intelligence. As the financial condition of the family became poorer, the quality of education deteriorated and its duration became continuously shorter; and, in spite of all the efforts of the Church, the education of orphans and poor children was neglected to a very large extent. *The first step in the direction of "equalising educational opportunity" was therefore, taken when the provision of free and compulsory education for all its children was made a responsibility of the local community.* Under this system, the local community was given the authority to impose taxes on its members in order to support a system of free public schools for all such children as could not attend private schools on financial grounds. It must be remembered that the idea of associating the State with the direct administration of primary education had not been evolved as yet. But in spite of the deficiency, this was a progressive step because *it shifted the responsibility for primary education from the family to the local community and thus equalised educational opportunities at the family level.* Under this arrangement, the children of the poorer families could attend free schools conducted by the local community and thus receive primary education. It is true that, in the beginning, the quality of public schools provided by the community was much poorer than that of the private schools which catered to the richer sections of the community and maintained themselves on the fees paid by the pupils. But as time passed on, the standards of the public primary schools were improved in all respects in teachers, equipment and curriculum—so that all the children in the locality began to receive a fairly equal standard of education irrespective of the financial conditions of their families. When, a little later, the schools also took over the responsibility of providing uniforms and educational equipment to poorer children or of providing milk and meals to under-nourished children or when they began to organise medical services for improving the health of the children, the differences between the children of the richer and poorer families decreased still further and all the children in the community began to have a fair equality of educational opportunity at the primary stage.

15. *But very soon, inequality of educational opportunity began to manifest itself at the community level.* All communities were not equally gifted in respect of their economic resources. Industrialised and urban communities were generally richer than rural and agricultural communities. Even in rural areas the nature of land, the kind and degree of rainfall, the extent of irrigation facilities available, and such other factors which affected the prosperity of agriculture varied immensely from one community to another with the result that there were large differences in the wealth of the communities even in rural areas. Consequently, the actual provision made for primary education varied from community to community. The richer communities had to make only a small effort i.e., they had to tax themselves only to a small extent in order to provide the necessary educational facilities for all the children of the community. But the poorer communities had to tax themselves to a very considerable extent and, very often, they could not provide even the minimum requirement of primary education in spite of such strenuous efforts. In other words, although the differences in the educational opportunity open to children disappeared at the family level, they again appeared in exactly the same form at the community level. In the past, a rich family would spend only a small percentage of its income on the education of its children and would be able to obtain a fairly high standard of instruction, while a poor family could not obtain that standard of education in spite of the fact that it made a much larger sacrifice for the purpose. Now, a rich community provided a good system of primary education with a small burden of taxation, while a poor community could not provide even a fair standard of primary education in spite of its higher rate of taxation. *The next step in the process, therefore, was to shift the responsibility for primary education from the community to the State.* It was now laid down that the responsibility of equalising educational opportunities at the community level rested upon the State which was ultimately responsible to see that the local communities managed their affairs on right lines. The State was now required to give grant-in-aid to the local communities on such principles that the standard and provision of education in all communities would be equal. This implied that the grant-in-aid to the backward and poor communities should be larger than those to the advanced and rich communities. In practice, the financial system that came to be evolved was based on four principles—

(a) The State should lay down the minimum provision of primary education that should be made by every community and should also see that no community falls below this prescribed minimum ;

(b) The State should prescribe the minimum educational effort which every community should make, i.e., the State should lay down the minimum percentage of its income which a community should assign for purposes of primary education ;

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(c) The State should give a grant-in-aid to every community which would ordinarily be equal to the difference between the standard estimated cost of the minimum programme prescribed and the minimum educational effort expected from the community itself; and

(d) The communities should be encouraged to go even beyond the minimum standards prescribed; but there would be no moral or legal responsibility on the State to give any financial assistance for such voluntary schemes of expansion of improvement, although it would be desirable to give some grant-in-aid for this purpose also to encourage a healthy competition between the local communities.

16. This reform carried the progress of primary education a step further. Under these arrangements, several improvements were carried out. For example, the pay-scales of teachers used to vary from community to community under the older arrangements of local financial responsibility. Now it was possible to introduce uniform scales of pay for all the teachers in the State, irrespective of the community under which they might happen to serve. In the past the duration of compulsory education also varied from community to community. It was now possible to enforce a minimum period of compulsory schooling in all communities. Similarly, common standards regarding equipment, provision of school meals and school medical services and such other matters relating to primary education also could be enforced under this system, because it was now possible for the State to vary the proportion of its grant-in-aid from community to community and to relate it to their financial capacities. This reform may, therefore, be described as equalisation of educational opportunities at the community level by introducing a variable system of grant-in-aid under which the rate of grant-in-aid is inversely proportional to the wealth of the community.

17. The great progress achieved under this reform can be easily imagined; and, in most countries, it was not necessary to go beyond this. But some nations were very large and they had a federal type of administration in which the federal Government was formed by the association of a number of States. In such cases, it soon became evident that inequalities of educational opportunities began to appear at the State level. Most of the States were formed by historical accidents and they showed as large variations of wealth as families or the communities do. For example, the *educational load* (which means the percentage which the number of children to be educated bears to the total population) varies from State to State. In urban and industrial areas, the birth-rate is lower and the child-mortality-rate is higher than in the rural and agricultural areas. Consequently, the number of children to be educated in an industrialised and urban

community generally bears a smaller ratio to its total population than that in a rural and an agricultural community. In other words a rich State has a smaller educational load—a situation which is similar to the facts at the family level where rich families have fewer children than the poor ones. Secondly, the financial resources available to a State vary immensely and the density of population also varies from State to State. Consequently, the wealth per capita is a factor which varies greatly from one State to another. Under these circumstances, it is but natural that the provision of educational facilities should vary largely from State to State. The richer States are generally in a position to provide a higher standard of educational facilities by making a comparatively smaller educational effort, while the poor States are not able to establish any equivalent standard of provision even after making a much larger educational effort. *The next step in the reform, therefore, was to shift the ultimate responsibility for financing primary education to the federal Government itself* and to require the federal Government to give grant-in-aid to the State Governments in such a fashion that equality of educational opportunity would be created at the State level. In short, this proposal implies the following suggestions :—

(a) The Federal Government should prescribe, from time to time, the minimum standards in the provision of primary education which every State Government has to comply with ;

(b) The Federal Government should also prescribe the minimum educational effort which every State Government has to make for primary education, i.e., it should prescribe the minimum percentage of its total income which every State Government should allocate for the purpose of primary education ; and

(c) The Federal grant-in-aid to the State on account of primary education should be equal to the difference between the standard estimated cost of the minimum programme prescribed and the proceeds of the minimum educational effort laid down.

18. This great principle has been accepted by some Federal Governments and in these Countries where it is not accepted as yet, a good deal of discussion and agitation is going on to secure Federal aid for primary education. In this connection, however, it would be interesting to state that some educational thinkers are not satisfied even with the grant of Federal assistance for primary education and the equalisation of educational opportunities at the State level. They point out that the provision of primary education now varies from one country to another—in some nation compulsory schooling of ten or even twelve years is provided : while in others, a large part of the population is still illiterate and even a compulsory education law has not been placed on the statute book. They argue that there can never be any peace and good-will in a world where such educational inequalities at the national level are allowed to

exist—and therefore, recommend the UNESCO should create a primary education fund which would be contributed by the richer and more advanced countries, but which would be utilised for the development of primary education in the more backward and poorer countries. Of course, it may take a long time for such a fund to be created and it may not even be established. But the ideas described above are gaining ground at present and a resolution embodying them was adopted by the UNESCO Regional Seminar for South and South-East Asia which was recently held at New Delhi. These developments indicate, to say the least, the necessity of equalising educational opportunities at all levels and they also emphasise the fact that this can only be done by shifting the financial responsibility for primary education higher and still higher until it comes to be placed squarely on the highest authority in the country, and ultimately on the shoulders of United Nations themselves.

✓19. The proceeding discussion has conclusively established the third fundamental principle of the administration of primary education, viz., *centralisation of financial responsibility is unavoidable in a programme of universal primary education*, because educational loads and financial resources vary from one part of the country to another and because the objective of the administration of primary education should be to provide equality of educational opportunity in spite of these variations. At this point, however, it is necessary to digress a little and to point out that the same conclusion is also reached on two other grounds. The first of these is the rising cost of primary education. In the beginning of the nineteenth century, primary education was generally defined as equivalent to the three R's; the average primary teacher was not expected to be either highly educated or trained and the remuneration given to him was very low; and it was also not considered necessary for every child to receive primary education. The cost of a programme of primary education, therefore, was so small that it was not difficult to believe that the family could bear the financial responsibility for it. As time passed by, however, ideas about primary education began to change. To begin with, the objective of primary education was now redefined and the aim of primary education was stated to be the preparation of a child for work and citizenship. This led to the lengthening of the duration of the primary course to six or seven years. Secondly, higher educational qualifications began to be expected from primary teachers and it was felt that every primary teacher should have received good general education and further training in a sufficiently long course of pedagogy. These higher qualifications, combined with the increasing cost of living, made it necessary to sanction decent scales of pay for teachers and to make some kind of provision for their old age. Finally, as the concepts of democracy developed, compulsory primary education began to be advocated for every child. These fundamental changes in the

objectives and the duration of the primary course, in the qualifications and remuneration of teachers, and in the emphasis placed on universal primary education resulted in questioning the validity of the old order under which primary education was either the responsibility of the family or of the Church. It was now felt that family would no longer be able to bear the financial burden involved in so costly a programme and that it could not also be supported by the uncertain, vicarious and charitable enterprise of the Church, or of the private citizens. It was, therefore, decided that the State should take over the responsibility for the provision of universal, free and compulsory primary education. In spite of the acceptance of this theory, however, the expression "State" was first interpreted to mean only the local community and consequently, the responsibility for primary education came to be placed, in the first instance, on the local bodies. For some time, the local bodies could pull on with the programme. But a point was soon reached when the rising cost of primary education began to outstrip the limited and generally inelastic resources of the local bodies and the quantitative as well as qualitative aspects of primary education began to suffer. This financial crisis was also hastened by the desire to provide clothing, medical services and nutritive diet to the needy pupils so that an all-round development of the children could be attempted through primary education. Obviously, the situation could have been remedied in two ways—either by making primary education a responsibility of the State or by giving financial assistance from the State revenues on a suitably devised system of grant-in-aid. Action on the first of these lines was taken in some countries while other followed the second alternative. In either case, however, the financial responsibility for a programme of primary education was centralized at the State level instead of at the local level as in the past. When the cost of the programme of primary education increased still further owing to such factors as increase in population, lengthening of the period of compulsory schooling, rising costs of living, etc., even the State Governments of countries where the federal type of administration had been adopted, were not able to find the funds required for primary education. Consequently, a system of federal grants for primary education was adopted in order to meet the higher cost of primary education, and the financial responsibility for primary education was centralised at the federal level, instead of at the State level as in the past. *It will, therefore, be seen that, as the cost of a programme of primary education goes on increasing, it begins to outstrip the resources of Governments at different levels. The Local level is first exceeded so that centralisation of financial responsibility is first achieved at the State level. Then the State level itself is exceeded and financial centralisation has, therefore, to be made at the Federal level.*

20. The second factor which leads to the centralisation of financial responsibility for the programme of primary education is its

increasing importance in modern life. To whom does a child belong that is the basic concept in primary education. In the middle ages, the child was looked upon as a property of the family. A well educated child, therefore, was regarded merely as a family asset and consequently it was laid down that the family should bear the responsibility for making adequate provision for the education of the child. Of course, it was recognised that there would be a few orphans in the society at all times. But even this exception did not affect the above thesis, because it was suggested that the Church should assume responsibility for the welfare of orphans. This narrow view, however, was soon given up. It was discovered that a child who is badly brought up can become a nuisance to the community in which he lives. It was, therefore, felt that children also belong to the community and that it is the responsibility of the community to see that good education is provided for all its children. Primary education thus came to be regarded as a local responsibility. It soon became evident, however, that this view was not sufficiently broad-based. It was now held that a child belonged, not only to its family and community, but also to its nation and that, in the last analysis, the welfare of the entire nation itself depended upon education given to its children. *Children thus came to be looked upon as the asset of the nation.* It was, therefore, immediately agreed that the responsibility to make them good citizens primarily rested upon the nation itself and only incidentally on the community and the family.* *The implication of such a policy is clear: the highest authority in the State must make itself fully responsible for the good education of all its children.* This philosophical stand led to the centralisation of the entire administration of primary education in some countries, while, in others, which retained a decentralised pattern of executive authority on democratic or other grounds, it led to a centralisation of the financial responsibility and to the institution of a system of grants-in-aid from the highest to the lowest levels.

21. It is interesting to note that this development has taken place in democratic as well as in totalitarian countries. In democratic nations, the general view is that every citizen must be given a minimum education which would make him a good citizen and that it is a fundamental duty of the State to provide an equality of educational opportunity to every child. Consequently, a very great emphasis is attached to the provision of universal, free and compulsory primary education and the responsibility for financing it is squarely placed upon the highest authority in the country. In totalitarian States the desire to indoctrinate every child is supreme and consequently, the emphasis in the provision of universal, free and

* How close does this come to the ideal of Kalidas when he wrote about Raghu : स पिता पितरस्तामां केवलं जन्महेतवः

compulsory education is even greater than in democratic countries. It will thus be seen that both the totalitarian and democratic nations agree on two common points—the national importance of universal primary education and the need of centralising its financial responsibility. Their differences also are fundamental; but they lie in other areas.

22. *Defects of the Centralization of Financial Responsibility.*—It will thus be seen that the trend in the modern period is to centralise the financial responsibility for primary education on three grounds: (a) the national significance of universal, free and compulsory primary education, (b) the rising cost of the programme of primary education which can only be met by making it a charge on all the resources of the nation, and (c) the desire to provide equality of educational opportunity in all parts of a country. The inevitability of this trend is obvious. But it should not be supposed that it is welcomed by all philosophers of educational administration. Several thinkers of eminence in this field have staunchly opposed the centralisation of the financial responsibility for primary education on grounds among which the following may be mentioned:—

(a) Power always follows the purse. Consequently a programme of primary education in which the financial responsibility is centralised, ultimately develops into a centralised pattern which is fatal to the quality and effectiveness of primary education.

(b) A liberal system of grants-in-aid from the State to local bodies and from the Central to State Governments will lead to a slackening of educational effort at the lower levels and neither local nor State Governments would be strongly interested in developing local resources or in making larger contributions to the expenditure on primary education than the minimum prescribed.

(c) A system of the administration of primary education in which grants-in-aid from the State to local bodies or from the Centre to the States play a very important role generally leads to a scramble for funds in which the most vocal and aggressive parties stand to get an advantage over the really needy areas.

(d) Financiers are, and should be, great sticklers for financial procedures, *pro formas*, details, sanctions, etc., Consequently, a system of grants-in-aid generally tends to become extremely complex and full of red-tape. This leads to a good deal of day-to-day irritation and to an exercise of indirect financial control which very often negatives the formal delegation of executive authority.

23. This group of thinkers, therefore, opposes the system of centralization of financial responsibility and the consequent institution of a system of grant-in-aid and advocates (1) either the allocation of larger revenues to the State and Local Government to enable them to discharge the responsibilities delegated to them or (2) suggests that the grant of financial assistance from a higher to a lower level

should not be accompanied by any control. Federal assistance without federal control is their motto.

24. *Reconciliation between Decentralization of Executive Authority and the Centralization of Financial Responsibility.*—There is a great truth in this point of view also and a philosopher of the administration of primary education is thus called upon to face two opposing demands : On the one hand, he is required to decentralise executive authority as largely as possible in the interests of efficiency ; and on the other, he is also required to centralise financial responsibility for the programme as largely as possible for several administrative reasons and in particular, for providing equality of educational opportunity. How to reconcile these conflicting demands is the question.

25. The common view of this problem at present is that these two demands are not really so conflicting as they appear to be at first sight and that it is possible to reconcile the decentralisation of executive authority in the administration of primary education with the centralisation of the financial responsibility for providing universal, free and compulsory primary education. Several of the thinkers who oppose the centralisation of financial responsibility do so, more with a desire to provide for adequate safeguards against the possible harmful effects of such centralisation, rather than from any genuine hostility to central financial assistance as such. If their views are, therefore, interpreted as a warning against possible dangers and if the necessary precautions are taken to see that the centralisation of financial responsibilities does not nullify the decentralisation of executive authority, a golden mean could be worked out between the two extreme view-points stated above. Such a formula of moderation would obviously be more in the interests of primary education than (i) either the decentralisation of executive authority combined with inadequate finances or (ii) the centralisation of executive authority combined with the availability of liberal funds. It is probably on this basis that the recent regional Seminar on educational reform organised by the UNESCO for the countries in South and South-East Asia at New Delhi from 26th August 1958 to 5th September, 1958, passed the following resolution on the subject :—

“The Seminar is of the opinion that the administration of primary education should be based on two principles :—

(1) The financial responsibility for primary education must be placed squarely on the State. Compulsory primary education is essential to the very success of democracy and its significance is, therefore, national. Besides, it is so costly an undertaking that local authorities would not ordinarily be able to shoulder its responsibility without State assistance. Moreover, equalisation of educational opportunity will also not be possible unless adequate financial assistance is made available from State revenues. The

Seminar, therefore, is of opinion that the ultimate financial responsibility of programmes of universal education must necessarily be placed on the State.

(2) At the same time, primary education is so intimately close to the life of every family and some aspects of its administration are so local or regional in character, that a centralised administration of primary education would do great harm. In fact, the administration of primary education has to be so democratized and decentralised that it should be possible to involve every parent and every regional or local authority in it at some point or the other. The setting up of Boards of Managers and Governors in schools in Malaya and of community schools in the Philippines and China are some of the noteworthy examples in this direction. The Seminar is, therefore, of opinion that democratisation and decentralisation of the administration of primary education is as essential as the placing of its ultimate financial responsibility upon the State.

The Seminar feels that it is neither possible nor necessary to recommend any specific pattern for the administration and financing of primary education. The Seminar, therefore, recommends that each State should work out its own pattern on the basis of the two fundamental principles stated above."

26. We feel that the Federal and State Governments in India would be well advised to accept this recommendation as the basis of the new pattern for the administration of primary education that will have to be created. In other words, we feel that in the interest of the progress of universal, free and compulsory primary education, the administration of primary education should be based on the decentralization of executive authority combined with the centralization of financial responsibility and that the reconciliation between these two apparently conflicting demands should be attempted on the following lines which have emerged in the course of this discussion :—

(a) The provision of universal, compulsory and free primary education is a joint responsibility of the Government of India, the State Government, the Local Bodies and the private enterprise (paragraphs 3-4);

(b) The administration of primary education is a very complex matter which consist of a very large number of functions some of which are extremely simple while others are extremely difficult. It is impossible to exercise all these functions at any one level of administration and it is, therefore, necessary to allocate these functions to different levels of administration beginning with the village at one end and ending with the metropolis at New Delhi on the other (paragraph 5);

(c) The fundamental principle to be adopted in assigning the functions included in the administration of primary education

to different levels of administration is decentralization of executive authority. A function should be assigned to that level where it can be performed at a minimum of cost and with the maximum of efficiency (paragraphs 6-9);

(d) To every level of administration to which executive functions are delegated, some financial responsibility should also be allocated so that there is never a complete divorce between executive authority and financial responsibility [paragraph 11 (c)];

(e) The general policy to be adopted by Government in allocating financial resources to authorities at different levels of administration should be to provide each authority with adequate Finance to discharge all the executive responsibility delegated to it. If this can be done, every authority would be financially self-sufficient and there would be no need for any system of grant-in-aid [paragraphs 11 (a) and 11 (b)];

(f) In several instances, however, it may not be possible to allocate adequate resources to the authorities at certain levels. In such cases, financial responsibility should be centralized and a system of grant-in-aid should be established. The financial resources available to the authorities at every level should be supplemented through this system in such a manner that every authority would be able to discharge the executive responsibility delegated satisfactorily [paragraphs 11 (d) to 21];

(g) There is a great danger, however, that this centralization of financial resources may practically cancel the decentralization of executive authority, because "power follows the purse" and because it is always easy to use a system of grant-in-aid to exercise indirect controls which run counter to democratic principles and even jeopardise the efficiency and effectiveness of primary education. Every precaution has to be taken to see that these dangers do not materialise (paragraphs 22-25).

27. *Systems of Grant-in-aid.*—Assuming, therefore, that a reconciliation is to be attempted between the apparently conflicting demands of centralization of financial responsibility and the decentralization of executive authority on the broad principles suggested above, it becomes evident that the problem really boils down to one issue the principles on which the system of grant-in-aid is to be based and the manner in which it is to be worked out. A close examination of the objections, raised against the centralisation of the financial responsibility (vide paragraph 22 above) will show that they are all directed against the existing systems of grant-in-aid. They are mainly based on the legitimate fear that grants-in-aid can be used to exert an indirect control and thereby nullify the formal delegation of authority and that they usually result in the creation of very complex procedures which involve an immense amount of red-tape. If these fears can be overcome and if a proper system of grant-in-aid can be

created, all opposition to the centralization of financial responsibility would be withdrawn. We shall, therefore, proceed now to discuss the principles of grant-in-aid. Needless to say, this problem is of extreme importance in Bombay State, because we have created such elaborate controls and procedures in relation to our grants-in-aid system that one of the biggest headaches of the Department today and so also of every one concerned is to administer the grants to local bodies.

28. Probably, it would be easier to understand the problem if we start giving illustrations of what grant-in-aid should *not* be. Vidarbha, for instance, does not make any distinction between the financial capacities of municipalities and gives a grant-in-aid at 50 per cent. of the approved expenditure to each one of them. Of course, no harm would have come out of this principle if the financial capacities of the municipalities were really equal or if the amounts of the grants were so small that no arbitrary basis of grant-in-aid could lead to any material discrimination between the recipients of grants. But, as is well known, neither of these assumptions is correct. Consequently this *system of proportional grants* is not working well in practice. Since the grant-in-aid is proportional to the expenditure, it follows that a larger amount of grant would be paid to a municipality that would spend more. Hence, the practical effect of this rule is tantamount to the statement that the richer the municipality, the greater the expenditure and the greater the expenditure, the larger the grant. In other words, more shall be given to him that hath. It is obvious that the principle of proportional grants usually works out in favour of rich bodies and to the detriment of poor institutions.

29. There is another evil in this system which is not apparent at the first sight. The procedures prescribed for claiming grants are generally complicated. It is found in practice that the richer municipalities which can command a more qualified and efficient staff are usually more successful in complying with the conditions of grant-in-aid and consequently they earn larger grants than the poorer municipalities whose staff is generally less qualified and efficient. A reference to table No. XII(2) of Chapter XII will show that, although the official policy in Vidarbha is to give grants-in-aid to Municipalities at 50 per cent. of the approved expenditure, the actual grants-in-aid paid to them vary from 22.1 per cent. for Tumsar municipality to 45.2 per cent. for Hinganghat municipality or 46.4 per cent. for Bhandara municipality. These variations, it is found on enquiry, are due to two reasons: (1) Several items or expenditure are disallowed for purposes of grant and the expenditure of such disallowance varies from municipality to municipality and depends, to some extent, on the level of efficiency of the municipality concerned; and (2) the grants are not revised annually with

the result that the municipalities do not get any grant-in-aid for additional expenditure incurred since the last revision. It will, therefore, be seen that some of the poorer municipalities actually get a lower rate of grant-in-aid than the richer municipalities, although the law does not make any discrimination between them. This is an example which shows that the poorer areas really need special treatment and special safeguards. Even if they are equated with richer areas in theory, the power of the purse is so great that this theoretical equalization generally results in a discrimination in practice which adversely affects their interests.

30. It is not to be supposed that such a system of grants-in-aid is not adopted anywhere else. In fact, the system of proportional grants is so simple to administer and the apparent justice of its basis is so attractive that it is very commonly adopted in the administration of education. One example would suffice to illustrate this point. When the Government of India desired to give grants-in-aid to State Governments for the development of primary education, it adopted the principle of proportional grants and it was laid down that the grants-in-aid to the States would be at a fixed percentage of the expenditure incurred on approved schemes the percentage being common to all the States of the Union. This system of grant-in-aid has been in vogue for some years and it is found that more money is passed on to the richer and more advanced States than to the poorer and the more backward ones. In the first place, the richer and the more advanced States are in a position to spend more and thereby earn a larger grant; and secondly they also have better and more efficient Departments of Education which are better equipped to prepare schemes and get them approved than the nascent or less efficient Departments of the poorer and backward States. In fact, any student of this system of grants-in-aid from the Central Government gets the feeling that it is widening the gulf between the richer and the poorer areas and that, instead of leading to equality of educational opportunity, it is actually leading in the opposite direction and creating inequalities of educational opportunity.

31. Another interesting example of a slightly different type may be given. In Saurashtra, there is a uniform principle of grant-in-aid to schools and colleges. All recognised institutions get a grant-in-aid of 50 per cent. of their approved expenditure and this very rule is applied at all levels from the pre-primary to the University. Such a general principle would, of course, do no harm if the financial and other conditions of educational institutions were exactly alike; but it is obvious that they cannot be so and that it is wrong to treat pre-primary schools, secondary schools and even colleges on the same basis of grant-in-aid and to make no distinction whatsoever between them even on account of their location in urban or rural areas.

Such a general system of grant-in-aid would obviously favour the urban institutions and the richer schools meant for the upper classes of the society. It would also adversely affect the development of private enterprise in rural areas and for the poorer and the backward sections of the community.

32. We do not think that any further examples are necessary to illustrate this point. The fundamental principle of a system of grants-in-aid is to bring about an equalisation of educational opportunity. This principle is very often implemented by the institution of proportional grants which are very simple to administer and which appear to be based on justice. But if adequate precautions are not taken, the principle of proportional grants, does a great injustice to poorer and the more backward areas. It is, therefore, very important to decide the manner in which the principle of proportional grants is applied to the different classes of educational institutions or local bodies. In the case of municipalities, for example, the principle recommended by the Kale Committee that the municipalities should be graded according to their financial resources and that the rate of grant-in-aid to the richer municipalities should be lower than that to the poorer municipalities is better than the existing principle adopted in Vidarbha under which all municipalities are treated alike. Similarly, the existing Bombay practice in which the rates of grant-in-aid vary according to the stage of education—i.e., different rates of grant-in-aid are fixed for pre-primary schools, primary schools, secondary schools, training colleges and institutions functioning at the university level—is better than the Saurashtra practice of adopting a uniform rate of grant-in-aid for educational institutions at all levels. *There can, of course be no objection to the adoption of the system of proportional grant-in-aid. It is a sound and healthy principle which has the additional advantage of simplicity. But in applying it to particular institutions or local bodies, care has to be taken to see that the rates of grant-in-aid are properly adjusted to the financial capacity of the institutions and local bodies receiving grants and that the final result of the application of this principle is to equalise educational opportunity.*

33. Another example of a good system of grant-in-aid wrongly applied is that of *capitation grants*. This system has certain obvious advantages among which the foremost are its simplicity and the stimulating effect it has upon the enrolment and attendance in schools. It has, therefore, been used successfully at periods when the primary object of educational policy was to bring as many children into schools as possible. But it is obviously unsuited to a stage when qualitative improvement is to be emphasized and it also adversely affects the pay-scales of teachers. Schools aided on per capita basis generally have inelastic grants because the rates of capitation grants do not change rapidly enough and hence

they are generally unable to give a time-scale of pay to their teachers. In spite of these obvious draw-backs, the principle of capitation grants is still made applicable to private primary schools in all areas of the old Bombay State—urban as well as rural. The Madras system of grant-in-aid on account of salaries or the Saurashtra and Vidarbha patterns of proportional grants based on approved expenditure would be more suitable to the present conditions in this field. This does not mean that capitation grants have no use in the modern period. All over the world, capitation grants are found to be of the greatest use for all items of expenditure except salaries which need an elastic and ever-increasing base. But no State in India has thought of using this device in this restricted but very important area of grant-in-aid.

34. The two examples given above were of good systems of grant-in-aid wrongly applied. But this is not the only mistake. Another common error in this field is to except wrong and obsolete principles of grant-in-aid. For instance, it needs no elaborate logic to show that a system of grant-in-aid should stimulate the desire to increase local revenues, to economise, and to avoid extravagance or imprudent expenditure. This result is obviously secured by proportional grants which may be of two types—those given on the basis of local contribution or those given on the basis of approved expenditure. But very often, systems of grant-in-aid are devised which destroy all incentives to raise local resources. For instance, under the Bombay Primary Education Act, 1923, a District Local Board was under an obligation to levy the local fund cess at the rate of one anna and contribute one-third of it to primary education. But as they could earn larger grants by raising local assets, several local boards raised the local fund cess to two annas and contributed the entire proceeds of the increase to primary education. But this position is altered by the Bombay Primary Education Act, 1947, which prescribes that every District Local Board shall pay a fixed contribution to its District School Board on account of primary education and that all additional expenditure required would be borne by Government. The result of this decision has been that the District Local Boards have now no desire to increase their contribution to primary education. Another illustration of the same principle is supplied by the municipalities. So long as a municipality is authorised, it receives a grant-in-aid on the basis of its approved expenditure. It has, therefore, a direct incentive to provide a larger local contribution because such effort generally brings in an additional grant. But when such a municipality is converted into a non-authorised municipality, its contribution ceases to have any relationship with local expenditure. The earlier incentive to raise the local resources, therefore, dies out and its place is taken by an unwillingness to make any contribution whatsoever.

35. By far the worst offender in this respect, however, is the system of *deficits grants*, i.e. a system of grants under which a higher authority agrees to contribute all the deficit in the expenditure incurred by an authority at the lower level. A very good example of this error was the system of financial centralization that existed in this country between 1833 and 1870. Under the system then in vogue, all revenues were raised for and in the name of the Central Government (then called the Imperial Government) and were credited directly to it. Similarly, all expenditure to be incurred had to be approved by the Central Government and the State Governments (then called local Governments) had no authority even to appoint a peon or to sanction an allowance of rupee one per month to a Government Servant. Absurd as the system may appear now, it had its origin in the desire to create a strong unified authority with which to conquer India and consolidate British power. It served this purpose very well, but when it survived this political phase, it began to show its weaker side. For example, no local Government had any incentive to raise its local revenues because such an effort brought no corresponding gain on account of the fact that all the revenues went direct to the Central Government. It also had no incentive for economy, because any economy it effected in one year was immediately penalised by a reduction in the Central grant for the next year. There was also no incentive to prudent expenditure, because unspent grants in the preceding year were taken into consideration in giving allotments for the next year and occasionally, even a rebuke was administered for asking unwanted funds. Consequently, every local Government tried to spend all its grants within the financial year by hook or crook and wasteful expenditure towards the end of the year was more a rule than an exception. Thirdly, the local Governments had only one major interest—to inflate their demands and expenditure and ask for more and more funds. Sir John Strachey, therefore, said that the annual sanctioning of local budgets degenerated into a public scramble in which the most vocal and the most aggressive had an advantage. It was because of these evils that the system was abandoned by Lord Mayo in 1870.

36. These lessons of history were unfortunately lost and a system of deficits grants was introduced to the District Local Boards in 1912. Under this system, the only responsibility on the District Local Boards was to contribute four pies of the local fund cess and then all the deficits was paid by the State Government. This led to evils very similar to those described in the preceding paragraph and hence the system was abandoned in 1923 under the Bombay Primary Education Act of that year. But even the lessons of this history were lost and the same system of grants has been introduced under the Bombay Primary Education Act, 1947, under which a Local Board has only to contribute 15 pies of the Local Fund cess

and the entire deficits is borne by the State Government and the same evils are in evidence again. The details of this problem will be dealt with in Chapter XV. But even the title that has been stated here is enough to show that *a system of deficit grants does not provide incentives for development of local resources, for economies, and for prudent expenditure.*

37. The old tradition in administration has been that power follows the purse. Consequently, the authorities sanctioning grant-in-aid usually try to control policies also, either directly or indirectly through the exertion of financial pressures. The desirability of such indirect control which nullifies the direct delegation of executive authority is now challenged in almost every field and especially in the field of primary education where the largest decentralization of executive authority is advocated as a basic principle of philosophy.

38. Several illustrations of such indirect controls can be given. Municipalities are authorized, for instance, to hire buildings for primary schools and to fix their rent. But this authority is very largely controlled by the rules that if the amount of rent is to be admitted for Government grant, some officer must certify that the hiring of the building is necessary, and another must certify that the rent is reasonable. Even when this is done, the increase in the expenditure, on rent is not admitted for the purposes of Government grant if it exceeds that incurred during the preceding year by more than five per cent. Municipalities again are quite competent to supply equipment to schools and to sanction contingent expenditure on their account. But this authority is again largely negated by the innumerable orders issued on the subject for admitting expenditure for Government grant. No matter is too insignificant and no expenditure is too small for these orders and we find them regulating, not only the extent and manner of supplying equipment to schools, but even so simple a matter as the supply of drinking water to the staff of the School Board.* In fact, the whole system of admitting expenditure for purposes of Government grant has become an elaborate and complex machine which imposes innumerable controls on local bodies and virtually withdraws the formal delegation of authority made to them by the Act and the Rules.

39. Probably, the finest example of this process is seen in the District School Boards of today. No one claims that their powers are large; but they are also not inconsiderable as a reference to

* See order No. 112 of the Code : "Expenditure on the supply of drinking water to the School Board office staff where it is sanctioned by the School Board will be admitted for purposes of grant provided there is no pipe water supply or a well in the compound of a School Board office."

section 13(2) of the Bombay Primary Education Act, 1947 (quoted below) will show :—

“13(2) Subject to the provisions of this Act and the rules made thereunder, and so far as its primary education fund will allow, the district school board shall perform the following duties and functions :—

(a) to provide for the welfare of the children attending primary schools ;

(b) to maintain an adequate, number of primary schools ;

(c) to provide adequate accommodation and equipment for primary schools ;

(d) to maintain an adequate staff of Assistant Administrative Officers, Supervisors, Attendance Officers, clerks, teachers, inferior servants and other staff as may in the opinion of the (State) Government be necessary ;

(e) to maintain an adequate number of engineering staff required for the construction and maintenance of schools and other buildings ;

(j) to sanction all tenders for the supply of forms, stationery, furniture or equipment ;

(k) to suggest the opening of additional schools for the sanction of the (State) Government ;

(m) to advise the (State) Government generally in respect of primary education within the district ;

(n) to carry on propaganda for the expansion of primary education ;

(o) to perform such other duties and functions as may be prescribed ”.

But all this delegation of authority is almost totally nullified by the rule that the budget of the School Board has to be sanctioned by Government. We see the inevitability of this rule in the context that all the deficit in the budget has to be borne by Government. But it is also obvious that the School Board cannot even spend a rupee on its own authority and that it cannot plan or execute any programme, however small, unless it is approved by Government in the first instance and unless the funds required for it are also provided by Government. *It is this control through the budget that reduces the status of the District School Boards to that of more advisory bodies in spite of the fact that they have several executive powers delegated to them under the Act and the Rules.*

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40. It is not realised in India that the modern view of grants-in-aid is not based on the concept of indirect control. *Philosophies of education now advocate that the old doctrine of power following the purse should be abandoned in the field of education in general and that of primary education in particular.* This is by no means a new concept to democratic administration. The Courts are financed by Government but not controlled by it and the same is the case of the Audit Department. Even within the field of education itself, the autonomy of Universities—which may be exclusively financed by Government—is recognised everywhere. There should be no difficulty therefore to extend this concept to the field of primary education also with some modifications, if necessary. It has to be remembered that the main object of a system of grant-in-aid is not to control but to supplement the finances available at lower levels in order to enable the authorities at these levels to discharge the responsibilities delegated to them in a satisfactory manner. A system of grant-in-aid is, therefore, a corrective for the financial mistakes of commission and omission which result in creating a disparity between the executive functions delegated at a given level on one hand and the finances allocated to it on the other. It is, therefore, wrong to use a system of grant-in-aid as an indirect form of control through financial strings or pressures.

41. It must be made clear, however, that these statements do not imply that the system of grant-in-aid would be completely divorced from the exercise of all controls. *But what is definitely suggested is that the controls accompanying grants-in-aid, if any, should be restricted to the minimum and that their only object should be to see that the funds allotted are spent for the purpose for which they were sanctioned and with reasonable prudence.* Secondly, it is also definitely suggested that any attempt to create financial controls which go beyond these basic objectives would infringe upon the direct delegation of executive authority and has, therefore, to be avoided. When there is a need to exercise a control beyond these limits, the honest way out is to amend the schedule of the direct delegation of executive authority itself and no one would blame Government if they do so. But nothing can be gained and a good deal can be lost if an attempt is made to achieve the same result through the back-door tactics of financial pressures exerted through grants-in-aid.

42. *Still another failure of the grant-in-aid system is the complexity and red-tape that is usually involved in its administration.* Even the most innocent rules are often worked out in an unimaginably complex manner. Perhaps the finest illustration of this failure is our present system of "approved expenditure". *Prima facie*, the rule that Government should give grants only on the basis of the expenditure approved by it appears to be both simple and essential. But even this simple rule poses a question: what is approved

expenditure? The answer is not easy to give. Innumerable cases arise when the accounts of school boards are being audited. Each fresh case goes up to Government for orders and the final decision thereon which takes its own long time to come becomes a precedent for the future. Gradually, such decisions accumulate and then a "Code" containing them is compiled and it becomes the digest of all the case-law available. Gradually, the complexity of the Code itself goes on increasing until a stage is reached when only the bravest few can venture into the labyrinth of "approved expenditure" and can give an authoritative opinion on all that it means or does not mean.

43. Another interesting example of this complexity can be seen in the grant-in-aid payable to the Nagpur Corporation on account of primary education. Here the Corporation gets a large number of separate grants. The first grant is on account of voluntary education. It was sanctioned years ago when compulsory primary education had not been introduced in the City of Nagpur and it is being given even to this day although compulsory education is now introduced in the entire area of the Nagpur Corporation. Then, there are two grants for compulsory education given to the Corporation on the basis of the two schemes submitted by it and approved by Government. Although the rate of grant-in-aid in both cases is exactly the same fifty per cent. the two grants are being created as separate for purely historical reasons and inspite of several representations from the Corporation, they have not yet been merged into one. Then the Corporation is given a fourth separate grant on account of refugees schools on a hundred per cent. basis, except for house-rent allowance of teachers for which no grant is given at all. Then there is a separate grant for dearness allowance whose calculations are extremely complicated and about four to five clerks from the office of the Corporation have to sit together with an equal number of clerks from the office of the Educational Inspector for one or two weeks to finalise the quarterly bills of grant-in-aid. Even when all this labour is done, there is hardly any guarantee that correct calculations have been made on both sides. From all that we saw in Nagpur, we could realise what a quarterly agony it must be to every one concerned to prepare and pass the bills of grant-in-aid payable to the Nagpur Corporation on account of primary education.

44. The problems of grant-in-aid to local bodies and private primary schools would be described in detail in their appropriate context in Chapters VI, VII, X, XI, XII, XV and XVII. It is therefore, not necessary to continue this discussion further. From what we have said so far in paragraphs 27-42, it will be seen that the existing system of grant-in-aid in the State of Bombay leaves a good deal to be desired and that it is now time to reorganize it completely in the light of modern developments in the field of educational

administration. For convenience of reference, these may be summarised as follows :—

(1) The main object of the system of grant-in-aid is to supplement the funds available at lower levels of Government in such a way that there would be no financial difficulty to discharge the executive responsibilities delegated to those levels.

(2) The second aim of the system of grant-in-aid is to equalise educational opportunity in all parts of the country.

(3) The administration of the system of grant-in-aid should be simple and direct and should be planned to minimise delays and red-tape.

(4) Care should be taken to see that the system of grant-in-aid does not encourage extravagance and that it increases, rather than decreases, the desire to raise local resources for the purpose of primary education.

(5) The controls attached to grants-in-aid should be reduced to the minimum. They should only aim to ascertain whether the funds sanctioned are utilized for the purpose for which they were granted and whether they are expended with reasonable prudence. Under no circumstances, however, should an attempt be made to exert indirect financial pressures or to nullify the formal delegation of authority indirectly through the administration of grant-in-aid.

45. The tragedy of administration of primary education in India is that no adequate attention has been paid to the study of the systems of grant-in-aid. The subject is obviously of very great importance and the success and efficiency of every programme for the development of primary education in this country depends very largely upon the manner in which the system of grant-in-aid to local bodies and private enterprise is operated. In spite of this importance, however, the topic was discussed for the first time as late as in 1882 by the Indian Education Commission, whose report is still a masterly work of reference on this subject. It was then taken up by Mr. J. A. Richey who published a small book on the system of grant-in-aid in India in 1923. This work, however, attracted very little attention because education had then become a transferred subject under the Reform Act of 1919; and after Richey, our Report is probably the first occasion when this discussion has been reopened. It has been our conviction that a large number of our administrative difficulties have their origin in the faulty system of grant-in-aid that has been evolved in this State and, in the course of this Report, therefore, we have made an earnest and all-out effort to improve the existing system on the general principles stated above. In fact, we have based the entire structure of the administration of primary education on three fundamentals, viz., (1) the decentralization of

executive authority, (2) the centralization of its financial responsibility, and (3) a good system of grant-in-aid to reconcile the apparent conflict between them. We feel that this aspect of the problem deserves a very careful study at the hands of all the persons and authorities concerned.

46. *Responsibilities of the Government of India in respect of Primary Education.*—We shall now turn to the division of functions in respect of primary education at all levels of Government on the basis of the principles enunciated by us in paragraph 5 to 45. The different levels to which these functions can be assigned are :—

- (1) The Village level ;
- (2) The Taluka level ;
- (3) The District level ;
- (4) The Divisional level ;
- (5) The State level ; and
- (6) The Central level.

The allocation of functions at the first three of these levels would be discussed in Chapter XIV and the remaining would be discussed here.

47. The following are the most important functions which the Government of India would have to perform in the field of primary education :—

(a) Article 45 of the Constitution of India lays down, as a directive principle of State policy, that free and compulsory education for all children up to fourteen years of age shall be provided by the State—an expression which includes the Central Government, the State Governments and the local bodies. The ideal of reaching this target by 1960 is now unattainable. But this failure only means that we have to strive our utmost and see that compulsory education up to 14 years is provided as early as possible. Quite obviously so vast a programme cannot be worked out in a short time and a good deal of intensive and original thinking will have to be done if it is to be implemented in the existing conditions of poverty. *The first and the most important duty of the Government of India, therefore, is to provide the leadership necessary for implementing this programme.* The Central Government will have to prepare, from time to time, the minimum national programmes in this field. The recent decision of the Central Cabinet that universal, compulsory and free primary education must be introduced for all children in the age-group of 6-11 by 1965-66 is the first minimum national programme prepared. The Government of India will have to work out all the implications of this programme and to help all the

State Governments to implement it according to a pre-determined schedule. Similarly, it will have to prepare further minimum national programmes from time to time and help all the States to implement them. This process would go on until the target laid down in Article 45 of the Constitution is reached.

What will happen if a State does not fall into line with the national programme? It is true that the Central Government has now decided that compulsory education in the age-group of 6-11 should be introduced for all children by 1965-66. But what is to happen if a State refuses to do so? Primary education is a State subject and we have been told that, in such a contingency, the Central Government would be legally helpless to take any action. It may try to bait the State concerned by the promise of a liberal grant-in-aid. But if the State refuses to be so tempted nothing can be done to compel it to introduce compulsory education. We feel that this is purely an academic issue. No State would ever refuse to fall in with the national programme if adequate financial assistance is given by the Centre. But if some State were to be fool-hardy enough to do so, we cannot agree to give it such a right to sin. In a contingency of this type, we feel that the Central Government must give a directive to the State to join the programme. If it has the authority under the existing law to give such a directive, no problem arises. But if it is held that such a directive cannot be given under the existing law, we suggest that the Constitution be amended to vest such an authority in the Centre.

(b) It is not only in planning and executing national programmes of primary education that the Central Government has to provide leadership. *Its guidance is also necessary in developing the thought on the subject of primary education.* For this point of view, the Central Government is expected—

(i) to establish and conduct an All-India Council of Elementary Education to serve as a clearing house for exchange of ideas, experiences and information bearing on the subject of primary education*;

(ii) to conduct surveys and researches on problems connected with primary education†;

(iii) to conduct researches on text-books‡;

*This is being maintained since 1957.

†The recent educational survey conducted by the Government of India is an important activity in this field. The project on reducing the cost of school buildings is another good contribution. But a good deal more needs to be done in this field.

‡The Central Bureau of Text-book Research is already doing some very useful work in this field.

(iv) to conduct research, experimental work and pilot projects with the object of improving the quality of primary education§;

(v) to maintain a staff of experts whose services in an advisory capacity would be available to the State Governments.

Students of recent developments in Indian education are aware that some small beginnings have already been made, in this direction by the Government of India. The work is still in infancy and we are more occupied at the moment with Reports, Committees, Conferences, Seminars, etc. than with the more difficult but more valuable activities of research, experiments and pilot projects. But we hope that the present phase would soon be over and that the Ministry of Education would soon address itself to the more difficult tasks that need attention.

(c) The last and probably the most important duty of the Government of India is to give financial assistance to State Governments in order to enable them to introduce compulsory education upto 14 years. As finances are allocated to-day, no State Government in India can ever hope to be able to finance this programme unless liberal financial assistance from the Centre is forthcoming. *Federal aid for primary education becomes, therefore, the most important responsibility of the Central Government in this field.*

This principle is accepted by Government and grants-in-aid on proportional basis are already being given. But there is no awareness of the magnitude of the problem, nor is there any concept about the shortcomings of proportional grants and of the consequent need to fix an alternative basis for Central financial assistance. As we have stated already the objective of these grants is to introduce equality of educational opportunity at the State level. If this result is to be secured, the Central grants will have to be equal to the difference between the standard estimated cost of the minimum national programme and the minimum educational effort prescribed for the State and Local levels. In short, the Central Government has to assume unequivocally the residual financial responsibility for this great programme of national welfare.

48. In the United States of America, modern educational thought advocates the view that the Federal Government has two responsibilities in education-provision of leadership and allocation of

§The National Institute of Basic Education is an important venture in this field. But here also, there is a good deal more that needs to be done immediately.

grants-in-aid. The leadership envisaged refers to guidance in thought, planning, and in executing such minimum national programmes as may be determined from time to time; and the Federal grants are expected to supplement the funds provided by the States and local bodies in such a manner that all inequalities in educational opportunity would disappear at the State level. We feel that this model would be most suited to India and consequently, the list of functions assigned at this level as outlined earlier in this paragraph has been drawn on this basis.

49. Two other practices sometimes adopted at the Federal level need mention. In Fascist and Communist countries, syllabii and text-books are controlled at the national level and in France, the teachers are the servants of the National Government (which is responsible for their salaries and allowances) and it is only the responsibility for financing the non-teacher part of the expenditure that is placed on the lower levels. Can we adopt any of these practices, with modifications, if necessary?

49a. It is not desirable to control syllabii or text-books from the Federal level. The Fascist and Communist nations do so because they desire to indoctrinate every child and this practice, therefore, can be no model for a democratic nation. But recently, a suggestion is coming forward that *it is a responsibility of the Central Government to insist that adequate instruction about our Constitution and ancient cultural heritage is provided in all schools and that every child is told enough about the other parts of India to bring about an emotional integration in the country and to strengthen the love of the mother-land.* Obviously, there is a feeling that not enough is being done in this field at present, and there can also be no objection to the adoption of these suggestions which can be implemented through the advisory role of the Centre. The second suggestion—to make primary teachers the servants of the Federal Government on the French model—is not practicable in India. But even today, the Central Government has assumed an indirect responsibility to see that a minimum living wage is provided to all teachers and is aiding a scheme for that purpose. We believe that there is a great need to continue this effort and even to expand it. *The Central Government should strive to improve the qualifications and remuneration of primary teachers in all parts of the country and the provision of grants-in-aid for this purpose should be regarded as a legitimate charge on the Federal revenues.* After all the quality of educational opportunity which the Centre has to create will depend very largely on the equality created in the training and status of primary teachers in all parts of India.

50. We have discussed the role of the Federal Government in India, partly to give a complete picture of the problem, but mainly

because we believe that no State can solve this problem of universal education unless Federal assistance and leadership is available on the lines indicated above.

51. *Responsibilities of the State Government in respect of Primary Education.*—We shall now turn to the functions that may be assigned to the State level. These may be listed as follows :—

- (a) Legislation ;
- (b) Determination of Policy ;
- (c) The establishment of a State Board of Primary Education ;
- (d) Prescription of the attainments to be reached at the level of Class IV and Class VII and certain minimum requirements of syllabi ;
- (e) Approval of text-books ;
- (f) Supervision and Inspection of the work done by local bodies in this field ;
- (g) Training of teachers and administrative personnel ;
- (h) Conducting research, experiments and pilot projects in primary education ; and
- (i) Providing grant-in-aid to local bodies to secure equality of educational opportunity at the district level.

The first two of these functions hardly need any comments. Under the constitution, the basic legislation regarding compulsory education can be passed only by the State legislature, although the Centre may—and should—give guidance in the matter by preparing model laws. This is also in keeping with our historical tradition and international precedents from democratic countries. Similarly, it is also universally agreed that the State Governments are the ultimate authorities to determine the fundamental policies in primary education subject, of course, to the national programmes and policies which the Government of India may from time to time recommend. As may be anticipated, this determination of policies is made mostly through legislation and only incidentally through executive orders.

52. *State Board of Primary Education.*—The third function, viz the establishment of the State Board of Primary Education, needs a more detailed examination. As is well known, this Board was first established in 1940 under the Bombay Primary Education Act, 1923, as amended in 1938. Its constitution which has remained unaltered since 1940—is simple. It consists of six persons elected by local bodies entrusted with the administration of primary education and six other persons nominated by Government, not more than three of whom are to be officials. The Board elects its own Chairman and one of the official members selected by the State Government and

belonging to the Department works as the Secretary. The terms of office of the Board is for three years and its powers and duties are as follows :—

(a) To examine and recommend schemes for the organisation, co-ordination and expansion of primary education and for the correlation of primary education with the system of education as a whole in the State,

(b) To advise the State Government generally on all matters connected with primary education ;

(c) To exercise such other powers and to perform such other duties as may be prescribed.

In the period of the last twenty years during which it has been in existence, the State Board of Education has rendered good service to the cause of primary education and experience has shown that it is a good and convenient organization which Government can consult before arriving at final decisions in matters of policy. *We, therefore, recommend that the State Board of Primary Education should be continued.*

53. In view of the fact that we are recommending the constitution of Divisional Boards also, it is necessary to make some changes in the constitution of the State Board of Primary Education. As a result of the evidence that was led before us and the discussions that we had on the subject, we make the following proposals in this behalf :—

(a) The Vice-Chairman of each of the six Divisional Boards of Primary Education shall be an ex-officio member of the State Board of Primary Education.

(b) The four Corporations in the State shall elect one member to the Board. We would prefer that a Corporation should be authorized to send a representative to the Board for one year and that this right should be exercised by all the Corporations in rotation in strict alphabetical order. It must also be remembered that, even now, a definite convention has been established under which a representative of the Bombay Corporation is included in the State Board among the nominated members. What we propose under this recommendation is merely the extension of this privilege to the other Corporations.

(c) Three experts on the problem (they would also be non-officials) who would be nominated by Government, and

(d) The number of official members shall be reduced to two. One of these should necessarily be the Joint Director of Education dealing with primary education and the other should be an officer attached to the office of the Director of Education and dealing with

primary education. This latter officer should be the ex-officio Secretary of the Board.

(e) It has been suggested to us that the present system of electing the Chairman is not happy and that it occasionally leaves some bitterness behind, especially when the election is contested. We agree with this view and suggest that the Chairman of the Board should be nominated by Government. He should be a non-official member of the Board, but not necessarily elected.

(f) The term of office of the Board should continue as it is and there is no need also to make any changes in its powers and duties.

(g) It was represented to us that a person who shall represent the interests of primary teachers should also be on the Board. We accept the principle but do not think that, at this stage, it would be desirable to give a statutory right to teachers' organisations to send a representative to this Board. We also feel that the purpose of this recommendation would be better secured if one of the three experts to be nominated by Government is a person who has had direct experience of primary education or has preferably worked as a primary teacher but is not in such service during his term of office as a member of the Board.

The net result of these recommendations is to eliminate elections from this Board without violating its representative character. This is a principle on which academic bodies should be constituted and we find that it is now being extensively employed in the constitution of universities also. We, therefore, feel that its adoption in the constitution of the State Board of Primary Education would be an improvement over the existing arrangements.

54. *Syllabii.*—As the things stand at present, there is only one uniform syllabus for the State as a whole and the authority to sanction it is vested in and exercised by the State Government. We are discussing this subject in detail in a later Chapter of the Report. But in the meanwhile, we may state here that we do not favour a total uniformity in the syllabus. We believe that the syllabus may vary from Division to Division; certain variations may be permitted from one District to another or even from one authorised municipality to another; and finally, even individual schools may introduce variations in the sanctioned syllabus with the previous permission of the Department. Hence we feel that the State Government should not make the syllabus very rigid. *It should lay down only a few minimum requirements of the syllabus and the attainments to be reached at the close of Class IV and Class VII; and subject to these conditions, the authority to sanction a syllabus may be delegated to the Divisional level.*

55. *Text-books.*—The approval of text-books is at present a privilege of the State. We think that *this power should continue to vest in the State Government*. The subject will be discussed in detail in a later Chapter.

56. *Supervision and Inspection over Local Bodies.*—One of the most important functions of the State Government is to supervise the work of local bodies to whom large powers in the administration of primary education would be delegated in the ordinary course. This is a function of the greatest importance and we find that no adequate arrangements are made for it at present. We have, therefore, devoted a special section to its discussion in detail in Chapter XVI. Without repeating or anticipating that discussion, it would be enough to mention here that the *State Governments shall make adequate arrangements to exercise proper supervision over the activities of local bodies in the field of primary education*.

57. *Training of Teachers and Administrative Personnel.*—Right from the beginning, the responsibility of training teachers has rested upon the State Government which runs training institutions of its own and also assist the private agencies to conduct them. This subject also will be discussed in a later Chapter and it is not necessary to anticipate that discussion here. In so far as the training of administrative personnel is concerned, very little is done at present. We are of opinion, however, that this is a very important subject and that it is a duty of the State Government to arrange for the training of all administrative personnel required by the Education Department as well as by local bodies. We shall be dealing with this subject also in detail in a later Chapter.

58. *Conducting Research, Experiments and Pilot Projects in the field of Primary Education.*—The only scientific basis on which policies can be determined, evaluated, and modified or abandoned, as the case may be, from time to time is that of planned research, experiments, and pilot projects. As the main duty of the State Governments is to define the policy in primary education, the significance of these functions at the State level cannot be over-emphasized. As stated earlier, the Government of India would be doing something in this field. But the efforts at the Central level would be devoted partly to the co-ordination of the research at the State levels and partly to the attack on a few problems of all-India significance. Such work, therefore, cannot absolve the State Governments from their own legitimate responsibility in the field of research in primary education. Our traditional method for revisions of policy is to consult Board or appoint Committees. These are very useful methods and they also have a place of their own at all times. But grave errors will arise if they are the only methods available and consequently, it is a very important duty of State Governments to organize research, experiments and pilot projects in

the field of primary education with the object of collecting scientific data for the formulation and revision of policies. We attach very great importance to this neglected function and we are, therefore, suggesting a detailed programme for this activity in a later Chapter.

59. *Allocation of Grant-in-aid to Local Bodies.*—The last but by far the most significant function of Government is to allocate grant-in-aid to the authorities at the local level in order to bring about an equality of educational opportunity at the district level. In fact, its responsibilities in relation to the Districts are exactly similar to those of the Central Government in relation to the States. In other words, the State Government shall—

(a) periodically survey the provision for primary education in each District and the extent to which it is being availed of by the local people ;

(b) prepare minimum programmes of development from time to time and assist all Districts to implement them so that a minimum equality of educational opportunity is created in all Districts ; and

(c) administer grant-in-aid to Corporations, Authorized Municipalities and District School Boards in such a manner that due note would be taken of the inequalities of local financial capacities and an attempt would be made to bring about a minimum equality of educational opportunity in all parts of the State as well as to give encouragement to all local efforts to rise above the general minimum standards prescribed.

Unfortunately, this important subject has never received the attention it deserves so far. We are, therefore, devoting a separate Chapter to the discussion of function (a) above (*vide* Chapter XXI) and function (b) will be discussed in detail in Chapter XX *et seq.* The discussion of (c) will be found in the appropriate context in Chapters VI, VII, X, XI, XII and XV.

As in the case of local bodies, the grant of financial assistance to private enterprise in the field of primary education also becomes a duty of the State Government. We shall discuss this problem in detail in Chapter XVII.

60. It will be seen from the foregoing discussion that the role of the State Government in the field of primary education is the most fundamental and significant. The Federal Government is concerned only with two problems—provision of leadership in plans and programmes and the allocation of grant-in-aid. But the State Government is mainly responsible to see that adequate provision for primary education is actually made in every part of the country

and to ensure that equality of educational opportunity is provided in this field for every child irrespective of its place of birth, religion, caste, colour, race or sex. The State Government, it may be noted, can discharge this responsibility in two ways : It may carry out certain parts of the programme directly through its agents and entrust the others to local bodies and other agencies whose activities would be supervised and assisted by it ; in the alternative, it may execute the entire programme directly through its own agents. As we have indicated in paragraphs 5 to 9, we believe in the decentralization of executive authority in the field of primary education. We, therefore, feel that the first of these two roles is better and in the larger interests of society. The functions which we have listed above in paragraph 51 have, therefore, been assigned to the State level on this assumption. But there are a few educationists who would part company with us at this point and suggest that the State Governments should assume the second role and directly execute all programmes of primary education without using any intermediary like local bodies or private enterprise. If this view is adopted, the functions which we have allocated at the District, taluka and village levels would also be transferred to the State Government in addition to those listed above in paragraph 51. We cannot, however, agree to this view and our reasons for the same will be discussed in detail in Chapter XIII.

61. *Responsibilities to be assigned at the Divisional Level.*—Next to the State level, we have to consider the functions in the field of primary education to be assigned at the Divisional level. This level has assumed a very great importance since the creation of the bigger bilingual State. From the administrative point of view, the size of the State has now increased to such an extent that it is impossible for Government to deal directly with all Districts. It is, therefore, necessary to create an intermediary stage at the Divisional level in order to make matters manageable and increase the efficiency of the administration. This consideration naturally applies to the Education Department also and the creation of an authority at the Divisional level in the field of primary education would be justified on this basis alone.

62. But we also have an additional reason for placing an emphasis at the Divisional level, at least in so far as primary education is concerned. The new regions of Vidarbha, Marathawado and Saurashtra deserve and need a certain amount of autonomy and authority for self-determination. Saurashtra, for instance, was a Part B State and had full sovereign authority to decide all its educational issues. Between 1948 and 1956, therefore, the people actually saw a local administration taking quick and liberal decisions, defining and implementing policies with great speed, and expanding and improving education in a manner which had no precedents in the past and hardly any parallels even in the contemporary

scene. Besides, Saurashtra has always been a region of pioneer educators and great educational experiments. The old Government of Saurashtra showed the foresight of assisting them in every way to develop their ideas with the result that Saurashtra can now show an unusually large number of educational experiments and institutions. Unfortunately, conditions in Saurashtra are now vastly different from those in pre-integration days. Events now move far more slowly than in the past and even apart from future apprehensions, there is a definite feeling of frustration at the loss of the freedom and authority the local people once had in deciding local educational problems. We could not help feeling, therefore, that it would be worthwhile to regenerate the old enthusiasm to some extent at least by conferring some autonomy and authority at the Divisional level. The same arguments apply to Vidarbha and Marathwada with slight modifications. Both these areas were never fully independent like Saurashtra. But both of them had a feeling of injustice—Vidarbha feeling that its legitimate needs were ignored in favour of those of the Hindi areas of the old Madhya Pradesh and Marathawada feeling that it was accorded a step-motherly treatment in comparison with the Telangana part of the Hyderabad State. At the time of integration, there was a general expectation in both these areas that the old days of injustice were over and that their needs would, in future, be looked after in a more sympathetic way. We expected that this mood would continue and be even strengthened. But for some reason or the other, we found that the earlier attitude of relief and hopeful expectation has been changing in recent months, that the people of both these regions have once again begun to feel a sense of helplessness, and that they are now looking upon integration merely as a change from one position of subordination to another of the same type. It is true that this feeling was not very general and that there were a few quarters in which a more optimistic note was sounded. But the very existence of these feelings to some extent—and the probability that they might increase if adequate measures are not adopted in time to counteract them—makes us feel that it is extremely desirable to delegate some authority at the Divisional level and to leave an area of self-determination for each of these regions also. *An organisation at the Divisional level, therefore, with definite assignment of statutory functions is absolutely indispensable at present.*

63. In our questionnaire, we had included a special question on the desirability of Divisional Boards of Primary Education and we also made it a point to discuss this problem with the witnesses at all important centres. We found that this idea was extremely welcome, not only in the new regions of Vidarbha, Saurashtra and Marathawada but also in the area of the old Bombay State as well. There is a general feeling in Maharashtra as well as in Gujerat that it would be more desirable to permit certain variations at the Divisional levels than to insist on a rigid uniformity in the State as a whole. We, therefore, found a general support to the proposal

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of creating Divisional Boards of Primary Education in every part of the State. In view of the arguments advanced above and the evidence that was led before us, *we feel that it would be extremely desirable to assign some functions in the field of primary education to the Divisional level.*

64. Coming to the details of the problem, we feel that, in *each Division, there should be a statutory Divisional Board of Primary Education.* It should consist of not less than 12 and not more than 16 members appointed or elected as follows :—

(1) Chairman or representatives of the District School Boards included in the Division—*ex-officio*. Every District School Board would thus send one representative and the total number of members in this category would vary from six in the Bombay Division to eight in Vidarbha.

(2) A representative of the Corporations included in the Division. All the Divisions except Rajkot and Aurangabad will have a member of this category.

(3) One representative elected by all the authorized municipalities in the Division.

(4) Two representatives elected by the non-authorized municipalities in the Division.

(5) Three non-officials interested in education nominated by Government—at least one of whom shall be a member of the Legislature ; and

(6) The Divisional Deputy Director of Education—*ex-officio*.

The Divisional Deputy Director of Education shall be the Chairman of this Board which will elect a non-official member as its Vice-Chairman. The Personal Assistant to the Divisional Deputy Director of Education should work as the Secretary of the Board.

65. *The powers and duties of the Board shall be as follows :—*

(a) To supervise the execution of the programmes for the development of primary education which may be sanctioned by Government or undertaken by the Local bodies in the Division ;

(b) To co-ordinate the activities of all the local bodies in the Division in respect of primary education ;

(c) To examine and recommend schemes for the organisation, coordination and expansion of primary education within the Division ;

(d) To watch the progress of primary education within the Division and to make necessary recommendations in that behalf to the State Government, the Education Department and the local bodies in the Division ;

(e) To organise programmes for securing increasing public co-operation in the Division for implementing the programmes for the consolidation and expansion of primary education (including the training of non-official members of the School Committees and School Boards) ;

(f) To determine, with the approval of the State Government, the curricula for primary schools within the Division ; and

(g) generally to perform such other duties and exercise such other powers as may be prescribed.

As we visualize the working of this Board, it would mainly function as a co-ordinating authority between the local bodies entrusted with the administration of primary education in the Division. It would take care of the special needs and problems of the region and bring them to the notice of Government. It would also watch the progress of the developmental plans for primary education within the Division and take steps to see that they are properly executed. It would sanction the curricula for primary schools, the general understanding being that the primary school curriculum may differ from Division to Division within the frame-work sanctioned by Government. And finally, it would help in educating public opinion and securing greater public co-operation for improving and expanding primary education.

66. This brings us to the last stage of our discussion, viz., the devolution of executive authority in the field of primary education below the Divisional level. Here we have—

- (1) Corporations in Cities ;
- (2) Authorized Municipalities in major towns ;
- (3) Non-authorized Municipalities in minor towns ; and
- (4) Village Panchayats in rural areas.

Each one of these are local communities in the proper sense of the word and each one of them will be entrusted with some share, however small, in the administration of primary education. But the problems at each level would be different and will have to be dealt with separately. We shall, therefore, deal with the corporations in Chapters VI and VII, with the authorized municipalities in Chapters VIII—X, and with non-authorized municipalities in Chapter XI. The Village Panchayats are too numerous to be dealt with directly, even from the Divisional level. We, therefore, propose that they should be dealt with indirectly through the District School Boards and their Taluka School Committees. The problems of primary education at this level will, therefore, be finally dealt with in Chapters XIV and XV.

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67. *Financial Implications.*—It will be seen from the preceding paragraphs that the following two proposals only involve financial implications :—

- (1) The continuance of the State Board of Primary Education ;
- and (2) The creation of the Divisional Boards of Primary Education.

The State Board of Primary Education already exists and as there has been no increase in its members, there would be no additional financial liability on this account. For the Divisional Boards, however, it will be necessary to provide for Travelling and daily Allowance to members, contingencies and clerical staff at the rate of one clerk for every Board.

CHAPTER VI.

ADMINISTRATION OF PRIMARY EDUCATION UNDER THE BOMBAY MUNICIPAL CORPORATION.

Of the different types of local bodies to which the administration of Primary Education is entrusted in the State, the Corporations are the richest and the most efficient. The administration of education under the Corporations is, therefore, a unique problem and we propose to discuss it in detail in the course of this Chapter and the next. This Chapter will be devoted exclusively to the Bombay Municipal Corporation.

2. *Historical Survey (1792-1958).*—The area under the Corporation has been exempted from the operation of the Bombay Primary Education Act, 1947. The administration of primary education in this area, is, therefore, carried on partly under the Bombay Municipal Corporation Act, 1888, and partly under the City of Bombay Primary Education Act, 1920. To understand the manner in which this position was gradually evolved and the main problems which need attention at present, it is necessary to have a brief historical survey of the evolution of the administration of primary education in the City of Bombay.

3. The Corporation of Greater Bombay is the oldest Municipality in the State and its origin goes back as far as 1792. But it had no authority to administer Primary Education and incur any expenditure on it until 1872. In that year, the Corporation was permitted to contribute to the expenditure on Primary Education which continued to be administered by Government. The earliest contribution of the Corporation was Rs. 10,000 in 1873-74. It was first increased to Rs. 15,000 and finally to Rs. 20,000. All the remaining expenditure on primary education was met from Government funds, fees and other sources. In 1886-87, for instance, the total expenditure on primary education in the City came to Rs. 1,26,982 out of which Rs. 39,413 came from fees, Rs. 36,518 from Government funds, and Rs. 21,501 from Municipal fund.

4. A radical change was made in 1888 and the administration of primary education in the City of Bombay was entrusted to a Joint School Committee of eight members of whom four were appointed by the Corporation and four by Government. It was also laid down that the Government grant to the expenditure on primary education was to be *not more than one-third* of the total expenditure, the balance being made up by fees and the contribution of the Corporation. Under this arrangement, the contribution of the Corporation gradually

rose as the total expenditure on primary education went on increasing, especially because the increase in Government grant was not proportional. In 1906-07, for instance, the contribution of the Corporation stood at Rs. 1,35,904 in a total expenditure of Rs. 3,89,635 and the Government grant stood at Rs. 81,790 or about 21 per cent. only.

5. In 1907, another major change was adopted. Until that year, the Bombay Corporation had to pay a certain contribution for the maintenance of police in the City. For several years, the Corporation protested against this levy on two grounds, viz. (a) law and order is a responsibility of the Government and not of the Corporation and that (b) the sister Corporations of Madras and Calcutta did not pay this contribution. This plea was at last heard and the Police Charges Act was passed in 1907. It exempted the Corporation from the payment of police charges. But in return, it stopped the Government Grant for Primary Education and made the Corporation solely responsible for the finance of primary education within its area. The only exception to this general principle was stated in Section 62B of the Corporation Act (which was added then) which made it *obligatory* on Government to make a grant of one-third of the difference between the cost incurred in maintaining and aiding primary schools in any one year and the next year in which primary education was made free, or free and compulsory, *at the instance of Government*, in the City of Bombay. There was also a proviso to Section 62B to the effect that the Corporation should also have the benefit of any change in the general policy of the Government in regard to their liability in respect of Primary Education. As a corollary to this decision, the Joint Schools Committee was abolished and the Corporation was authorised to appoint all the eight members of its School Committee. As the Corporation now became solely responsible for primary education, it would have been desirable to place the administration of primary education also under the Municipal Commissioner. But this was not done; and following the tradition of the Joint School Committee, the new Schools' Committee also was permitted to administer primary education in the City under the general supervision of the Corporation, but independently of the Municipal Commissioner and, in some respects, even of the Corporation itself.

6. This policy of making the Corporation solely responsible for financing primary education within its area was in vogue from 1908-09 to 1918-19. During this period, the population of the City grew considerably. The increase in the enrolment of pupils at the primary stage was even larger. The cost of living had also risen especially during the First World War, and the expenditure on rents and salaries increased very steeply. In consequence, the Corporation began to find it more and more difficult to finance primary education. Moreover, a demand for the introduction of compulsory education was

being pressed more and more vigorously. Consequently, the City of Bombay Primary Education Act, 1920, was passed. It permitted the introduction of compulsory primary education in the City and also opened the door to the re-introduction of Government grants by amending Section 62B. This Section read as follows :—

“If there should be at any time a change in the general policy of Government in regard to their liability in respect of primary education the Corporation shall be entitled to benefit by such change in policy to the same extent as a city municipality”.

Prima facie, this appeared to be a progressive measure because, in those days, City Municipalities were being given a grant-in-aid at 50 per cent. of the approved expenditure on voluntary as well as compulsory education, while the old section merely promised a grant-in-aid at 33 $\frac{1}{3}$ per cent. only on compulsory or free education introduced at the instance of Government. But as events were to show later, it proved to be a retrograde measure partly because it is vague and partly because the mandatory character of the old section is lost in the new form.

7. In 1917, the Corporation prepared a scheme of voluntary expansion leading ultimately to the introduction of compulsion. According to its provisions, primary education in the City was to be expanded on a voluntary basis for ten years and universal compulsory education was to be introduced in the eleventh year. At that time, the Corporation spent about Rs. 6 lakhs on primary education. It was estimated that this would rise to Rs. 24 lakhs as a result of this scheme. Relying on the old wording of Section 62B which was then in force (i.e. the Corporation was entitled to get a grant of one-third of the increase in expenditure on account of compulsory education), the Corporation applied to Government for a grant-in-aid which increased progressively to Rs. 6 lakhs—one-third of the additional expenditure of 18 lakhs involved in the scheme. There were two technical flaws in this proposal. The first was that the scheme was mainly a scheme of voluntary expansion—it remained so for ten years—and it was only in the eleventh year that it became a scheme of compulsory education. According to strict interpretation of Section 62B the scheme would be entitled to a grant in the eleventh year only. Secondly the wording of Section 62B made it clear that it would be obligatory on Government to pay a grant-in-aid only if compulsory education was introduced *at the instance of Government*. But in this case, compulsion was being introduced, not at the instance of Government, but at the instance of the Corporation itself. In spite of these technical flaws, Government was then pleased to take a liberal view of the situation. In a letter on this subject (letter No. 3150 of 29th November, 1918), Government informed the Corporation that it was prepared to give financial assistance to the Corporation, not upon the principle of compulsory education embodied in Section 62B, but rather “upon

the more general ground that a point had been reached at which primary education in the City of Bombay can no longer be developed in a manner be fitting the Chief City in India without substantial contribution from the Provincial Revenues". Government, therefore, decided to sanction the scheme and to give the Corporation a grant for voluntary expansion as well as for compulsory education at the rate of 50 per cent. of the expenditure (which was the rate then applicable in the case of City Municipalities). In communicating this decision, Government proudly pointed out to the Corporation : "You will appreciate the fact that whereas the Corporation had asked for a grant of *one-third* only of the additional expenditure on primary education, the Governor-in-Council has decided to help towards ensuring literacy in the City of Bombay to the extent of *one-half* of the future expenditure".

8. Thus the Government grants were re-introduced again ; but unfortunately the hopes of large financial assistance raised by this declaration did not live very long. The Corporation began to claim grants-in-aid at 50 per cent. of the additional expenditure beginning with 1919-20. These claims were accepted and the grants paid in full for a few years. But later on, as expenditure on primary education began to grow, Government refused to pay 50 per cent. of all the additional expenditure on one ground or the other. Within a short time, the view taken by Government was that it was not bound to pay more than Rs. 9 lakhs which is half the additional estimated expenditure of Rs. 18 lakhs. The Corporation claimed that Government was bound to pay half of *all* the increase in its expenditure on primary education. But Government refused to pay beyond Rs. 9 lakhs and, within a few years, the Government grant to the municipality converted itself into a block grant of Rs. 9 lakhs per annum in spite of the fact that actual increase in the expenditure on primary education within the limits of the Corporation was far in excess of the original estimate of Rs. 18 lakhs. As a last resort, the Corporation filed a suit against Government in the High Court of Bombay to enforce its claims for a grant-in-aid ; but the Court dismissed the suit with costs on technical grounds although it felt that the Corporation had a moral claim against Government.

9. Matters stood thus in 1937 when the advent of popular and autonomous ministries ushered in an era of rapid educational progress. In the twenty years that have since elapsed, two major reforms have been carried out. The first was a reconsideration of the vexed question of Government grant. Acknowledging the inherent justice of the claim of the Corporation to a larger share of **grant-in-aid**, Government referred the whole case to a special committee (the Shroff Committee) which recommended that the recurring Government grant to the Corporation on account of primary education should be restricted to 25 per cent. of its total expenditure

on primary education, subject to a ceiling of Rs. 25 lakhs. This recommendation was accepted by Government in 1950-51 and it is the basis which is in force even today. The only changes since made are that an additional grant of Rs. 5,50,000 is being paid to the Corporation since 1952-53 on account of the suburbs included within its area and a further grant of Rs. 2,25,000 is being paid since 1957-58 on account of a further extension of its limits. In other words, the total Government grant to the Corporation now stands at Rs. 32,75,000 and, in practice, the percentage of Government grant to total expenditure is much less than 25 per cent. The Corporation is naturally dissatisfied with these grants, especially in view of the fact that its expenditure on primary education has increased immensely since 1937. The following table shows the total expenditure incurred on primary education by the Bombay Municipal Corporation during the last 20 years and the relationship which the Government grant bears to it :—

TABLE No. VI(1).
Expenditure on Primary Education by Bombay Municipal Corporation.

Year.		Number of Pupils in all Municipal and Private Primary Schools together.	Total expenditure on Primary Education by Bombay Municipal Corporation.	Government grant received on account of Primary Education.	Percentage of Government grant to total Expenditure on primary education Column 4/3.
1		2	3	4	5
1937-38	..	1,10,597	34,07,395	8,06,570	24 per cent.
1938-39	..	1,10,932	34,94,213	9,15,663	26 per cent.
1939-40	..	1,36,678	36,89,180	8,95,000	24 per cent.
1940-41	..	1,44,205	40,23,245	9,45,000	23 per cent.
1941-42	..	*1,14,617	41,05,307	9,45,000	23 per cent.
1942-43	..	*1,09,519	41,84,152	9,45,000	22 per cent.
1943-44	..	1,42,998	46,79,955	9,36,430	20 per cent.
1944-45	..	1,64,433	53,10,124	9,62,303	18 per cent.
1945-46	..	1,70,583	60,42,123	9,68,853	16 per cent.
1946-47	..	@1,52,633	69,60,386	9,74,890	14 per cent.
1947-48	..	1,69,451	84,20,833	9,74,017	11 per cent.
1948-49	..	1,73,028	98,57,985	9,72,603	9 per cent.
1949-50	..	1,80,303	98,10,685	9,74,026	9 per cent.
1950-51	..	£2,33,412	1,09,80,116	24,48,084	22 per cent.
1951-52	..	2,42,368	1,23,52,087	24,60,000	19 per cent.
1952-53	..	2,49,461	1,32,38,368	30,58,875	23 per cent.
1953-54	..	2,60,780	1,39,39,376	30,57,550	21 per cent.
1954-55	..	2,72,659	1,38,16,321	30,59,500	22 per cent.
1955-56	..	2,90,733	1,49,72,758	31,01,526	21 per cent.
1956-57	..	%3,37,727	1,62,91,255	30,50,000	18 per cent.
1957-58	..	3,75,126	1,81,38,133	33,17,985	18 per cent.

* Decrease due to exodus.

@ Decrease due to communal disturbances.

£ Merging of suburbs.

% Merging of extended suburbs.

10. The other major reform was administrative. It has been stated earlier that the Police Charges Act of 1907 authorized the corporation to appoint all the eight members of the Schools Committee. In 1916, the total number of members was increased to 12 and in 1920 it was increased to 16 of whom four had to be non-councillors. But in spite of all these changes, the old practice of treating the Schools Committee as an authority outside the control of the Municipal Commissioner still continued. This was removed in 1950 by amending the corporation Act. The Schools Committee and the post of its Secretary were abolished and instead, an Education Committee and the post of an Education Officer were created. Moreover, the amending Act also placed the administration of primary education directly under the Commissioner. This far-reaching reform has been very successful and has been welcomed on all sides. In fact, the reform has worked so well in practice that we have decided to recommend its extension to all the Corporations in the State.

11. The foregoing review of the historical development of the administration of primary education in the City of Bombay shows that the fundamental decision to transfer primary education to the almost exclusive control of the Corporation was taken as early as in 1907. The history of the last fifty years fully justifies the great wisdom of this step. It has harnessed large resources to the cause of primary education and, but for the responsibility assumed by the Corporation, it is doubtful whether these resources would have been made available from any other source. The Corporation has been able to expand primary education very considerably. It has also been able to maintain a good standard of primary education because it has introduced a good scale of pay for its teachers and has organised a laudable programme of cultural and co-curricular activities. On several occasions, it has even given a lead to the primary education in the rest of the State. For instance, the idea of compulsory primary education was first put forward by the Corporators of Bombay and the principle of compulsion received early recognition from the State mainly because of the insistence of the Corporation. The Corporation was also the first authority to abolish untouchability in its schools and to adopt co-education as a policy at the primary stage. It has also introduced a unique system of school medical service and provision of milk and snacks to under-nourished children which has no parallel in the rest of the State. It also leads greatly in its percentage of trained teachers and in the proportionately large employment of women teachers. Recently, it has given a lead to the whole of India by setting up a Research Section which has, even within its brief span of existence, turned out a good deal of very useful work. Any student of primary education would, therefore, readily agree that the transfer of primary education to the control of the Corporation has been a very successful measure of administrative reform. The main problems that have to be tackled now are, therefore, two-fold : (1) proposals

dealing with the amendments to the existing legislation a part of which, at any rate; has now become rather antiquated and (2) proposals dealing with the refixation of the State grant-in-aid to the Corporation on account of primary education. We shall, therefore, proceed to examine them seriatim in some detail.

12. *Proposals to Amend the Existing Legislation regarding the Administration of Primary Education in Bombay City.*—The existing legislation regarding the administration of primary education in Bombay City is contained in the following enactments :—

(1) *Duties of the Corporation.*—Section 61(q) of the Bombay Municipal Corporation Act, 1888.

(2) *The Education Committee.*—Section 50H to 50S of the above Act.

(3) *The Education Officer.*—Section 76-A of the above Act.

(4) *Staff required for purposes of primary education (excluding the Education Officer).*—Section 70 of the above Act.

(5) *Powers of control vesting in Government.*—Sections 62-BB, 62-C and 79 of the above Act.

(6) *Primary Education Consultative Committee.*—Section 39 of the above Act.

(7) *Enforcement of compulsory Primary Education.*—The City of Bombay Primary Education Act, 1920 (Act XV of 1920).

The amendments suggested to the above Legislation are discussed in the paragraphs that follow.

13. *Primary Education as an obligatory Duty of the Corporation.*—Under section 61(g) of the Bombay Municipal Corporation Act, it is incumbent upon the Corporation to make adequate provision for “maintaining, aiding and suitably accommodating schools for primary education, subject always to the grant of building grants by the State Government in accordance with the Government Grant-in-aid Code for the time being in force”. In this connection, the desirability of retaining the expression “subject always to the grant of building grants by the State Government in accordance with the Government Grant-in-aid Code for the time being” has been challenged. At the time when this section was first adopted, there was a Grant-in-aid Code for giving grants for buildings and other purposes to local bodies and the expression made some sense. Now, the old practice of including principles of financial assistance to local bodies in Grant-in-Aid Codes has been given up since long and the Grant in-Aid Codes of to-day deal only with private schools. Hence the expression has ceased to have any application. It has been omitted already in the Bombay Provincial Municipal Corporations

Act, 1949, where section 63 (15) only states that it shall be incumbent upon a Corporation to make adequate provision for "maintaining, aiding and suitably accommodating schools for primary education". We, therefore, agree with the view that this clause has now become redundant and may be dropped with advantage. We, therefore, recommend that section 61(q) of the Bombay Municipal Corporation Act, 1888; should be amended and made indetical with section 63(15) of the Bombay Provincial Corporations Act, 1949.

14. *The Education Committee and Education Officer.*—Some amendments are also necessary in these sections of the Bombay Municipal Corporations Act, 1888, which relate to the Education Committee and the Education Officer. The existing legislation on the subject is rather inadequate and it is necessary to state specifically the powers and duties of the Education Committee as well as of the Education Officer on the lines suggested below :

15. *The Education Committee.*—The existing Corporation Act does not specify the powers of the Education Committee and section 50H merely says that Education Committee shall be appointed "for the purpose of giving effect to the provisions as to primary education in this Act or in other laws for the time being in force". Section 79 authorises the Education Committee to sanction the schedule of staff required for primary education after obtaining the prior approval of Government. Section 126-C and 126-D authorises the Education Committee to recommend the budget for primary education to the Corporation through the Standing Committee. The Act does not mention any other matter as falling within the purview of the Education Committee.

16. On enquiry with the Corporation, we find that certain conventions have grown up in the last eight or nine years under which the following matters are now referred to the Education Committee :—

(a) Proposals for the opening of new Schools ;

(b) Grant of recognition to private primary schools ;

(c) Grant-in-aid to private primary schools—the Education Committee merely recommends grants-in-aid to the Corporation which is now the sanctioning authority ;

(d) Taking over private schools—this power also is exercised by the Committee subject to the approval of the Corporation ;

(e) Prescription of text-books in Municipal Schools ; and

(f) Generally all matters involving financial issues.

17. It is our considered opinion that the powers and duties of the Education Committee should be specifically prescribed in the Act itself, just as the powers and duties of all School Boards are prescribed in the Primary Education Act. We, therefore, recommend that a new section—section 50T—should be added to the *Bombay Municipal Corporation Act, 1888*, in order to define the powers and duties of the Education Committee. We further suggest the following tentative draft for this section :—

“50T. (1) The Education Committee shall perform such duties and exercise such powers in respect of primary education as the Corporation may, from time to time, determine.

(2) Without affecting the generality of the foregoing provision, the Education Committee shall—

(a) decide the opening of new primary schools and determine their exact location ;

(b) decide, with the previous approval of the Corporation, upon taking over of private primary schools ;

(c) grant recognition to private primary schools and when necessary, withdraw recognition already granted, after following such procedure and after making such enquiries as may be prescribed in this behalf :

Provided, however, that any school whose recognition is withdrawn or to whom recognition is refused may appeal to the Corporation which may, before deciding the issue, obtain the opinion of the Director of Education, Bombay State. The decision of the Corporation in this matter shall be final ;

(d) sanction grants-in-aid to recognised private primary schools ;

(e) prescribe text-books to be used in municipal primary schools :

Provided that no book not approved by Government shall be prescribed as a text-book ; and

Provided further that a book once prescribed as a text shall not be changed within a period of three years except with the previous approval of Government ;

(f) determine, on the recommendation of the Commissioner and after consultation with the Divisional Deputy Director of Education, if necessary, the hours of instruction and the number and duration of vacations ;

(g) to make changes in the curriculum of primary schools having regard to the conditions prevailing in the local area ;

Provided, however, that the prior approval of the Director of Education shall be obtained to the changes proposed ;

- (h) sanction the Schedule of Staff required for primary education in accordance with the provisions of section 79 ;
- (i) recommend the Budget Estimate E to the Corporation in accordance with the provisions of sections 126C and 126D ;
- (j) provide for the welfare of children attending primary schools ;
- (k) Maintain an adequate number of primary schools and provide them with suitable accommodation and equipment ;
- (l) maintain an adequate number of supervisory officers, clerks, teachers, inferior servants and such other staff as may be determined under section 79 ;
- (m) exercise such financial powers as may be delegated by the Corporation from time to time ;
- (n) advise the Corporation on all educational matters ; and
- (o) shall generally be responsible for the proper development of primary education in the City and for the enforcement of compulsory attendance."

All the above provisions are self-explanatory and no comments are needed except in respect of (c) and (d). With regard to (c), it will be seen that we have provided an appeal in case of withdrawal of recognition. This is obviously necessary. With reference to (d), it may be remembered that such cases now go up to the Corporation. We feel that there is no need to do so. This power may be vested finally in the Education Committee.

18. It will also be seen that the powers and duties given to the Committee are of an educational character and they refer only to subjects where the advice of a Special Committee consisting of educationists and other persons interested in education is likely to be helpful.

19. *Education Officer.*—The Education Officer does not have any specific powers under the present Act which vests the Commissioner with the entire executive power for the purpose of carrying out its provisions. Section 76-A of the Act directs that the Education Officer shall be subordinate to the Commissioner and subject to his orders shall exercise such of the Commissioner's powers and perform such of the Commissioner's duties in regard to primary education as the Commissioner may from time to time assign to him. This is as it should be. But we also feel that it is not desirable to leave the whole matter entirely to the discretion of the Commissioner, partly because he is a layman in education and partly because it is now proposed to generalise and extend this pattern to all Corporations. Such delegation is also desirable because the Commissioners change

frequently. We, therefore, feel that it would be desirable to recommend to all Municipal Commissioners that they should delegate all such powers to the Education Officer as are necessary from the day-to-day working of the primary schools. To be more specific, we would suggest that the following matters may be left to the Education Officers :—

- (1) Appointment of teachers from a list of candidates approved by the Commissioner in strict order of preference ;
- (2) All postings and transfers of teachers and other staff ;
- (3) All questions of disciplinary action against teachers, clerks and inferior staff, subject to an appeal to the Commissioner in specified cases ;
- (4) Opening and closing of higher standards ;
- (5) All arrangements for curricular and extra-curricular activities of schools ;
- (6) Authority to purchase educational books and equipment, subject to some general conditions, if necessary ;
- (7) Financial powers up to a specified limit ; and
- (8) Allowing the use of the premises of municipal schools to outside agencies for cultural and educational activities according to rules.

20. *Powers of Control vesting in the State Government.*—Regarding the powers of control vesting in the State Government, it may be said that the basis of the existing law is to give the largest possible autonomy to the Corporation. Under section 62-BB, the State Government has been vested with the power to give directions to the Corporation in respect of subjects, curricula, text-books and standards of teaching in primary schools vesting wholly or partly in the Corporation and in schools wholly or partly maintained by grants payable from municipal fund and the Corporation has been placed under obligation to comply with such directions. Further, under section 62-C, all primary schools maintained or aided by the Corporation have been declared open for inspection by all officers of the State Government appointed for the purpose and the approval of the State Government is made obligatory for any change which the Corporation may make in the Government Grant-in-Aid Code. Moreover, section 79 of the Act provides that “the Commissioner shall, from time to time, prepare and bring before the Education Committee a schedule setting forth the designations and grades of officers and servants to be appointed for the purposes of clause (q) of section 61, who should in his opinion be maintained, and the amount and nature of the salaries, fees and allowances which, he proposes, should be paid to each”. The Education Committee has to obtain the prior approval of the State Government to such schedule before sanctioning it and

is also bound to carry out such modifications therein as the State Government may direct. Subject to these four powers of supervision and control, the administration of primary education in Bombay is left entirely to the Corporation and is carried out through the Municipal Commissioner, the Education Committee and the Education Officer.

21. We have discussed this issue with the representatives of the Corporation in detail and have explored the possibility, if any, of reducing these powers of control even further. But after considering very carefully every argument that was advanced before us, we came to the conclusion that all these powers, except the restrictions contained in section 79, are essential. Section 79, it will be recalled, lays down that the prior approval of the State Government has to be obtained before the Education Committee can sanction the schedule of staff required for primary education. It was argued before us that this restriction is unnecessary and that it leads to many delays and inconveniences in the day-to-day administration of primary education because the Corporation cannot sanction the post of even an additional teacher or a peon without first obtaining the approval of the State Government. It was also pointed out to us that the schedule of staff required by every other Department of the Corporation can be sanctioned by the Standing Committee and that this authority is taken away from the Corporation in respect of primary education only. We generally agree with the view that this is an unnecessary restriction upon the autonomy of the Corporation and *recommend that section 79 of the Bombay Municipal Corporation Act should be suitably amended and the power to sanction the schedule of the staff for primary education should be vested in the Corporation itself.* We see no reason why a difference should be made between the Primary Education Department and the other Departments of the Corporation in this matter, especially as the grant-in-aid to the Corporation on account of primary education is subject to a ceiling. The removal of this restriction, we feel, would smoothen the administration of primary education very considerably and would remove several bottlenecks that become unavoidable under the existing law.

22. When we discussed this problem with the representatives of the Corporation, the officers of the Department, and other persons interested, our attention was invited to one possible exception to this general delegation. It was agreed that the Corporation should be given the authority to determine the schedule of staff required for carrying on the administration of primary education within its area. But it was contended that the Corporation should be required to obtain the sanction of Government for the scales of pay and allowances which it proposes to give to its primary teachers. Revisions of pay or allowances are not made very frequently and it was, therefore, argued that this restriction on the powers of the Corporation would not lead to any undue delays or increase of red-tape. On

the other hand, it was pointed out that it is a primary responsibility of the State Government to secure adequate remuneration to primary teachers and that this policy cannot be carried out effectively unless the State sanctions and co-ordinates the pay-scales and allowances sanctioned to their primary teachers by all the local bodies in the State. *We agree that there is considerable force in this argument and, therefore, recommend that, in amending section 79, a proviso should be included to the effect that the Corporation shall obtain the previous approval of the State Government to the scales of pay and allowances proposed to be given to its primary teachers.* Subject to this single exception, all other powers in respect of the schedule of staff for primary education should vest in the Corporation itself.

23. *Primary Education Consultative Committee.*—No amendments are needed to section 39 of the Bombay Municipal Corporation Act, 1888. This section provides a good machinery for the solution of those problems where close collaboration between the Corporation and the State Government is deemed essential. We were sorry to find that no action has been taken under this section since it was first adopted in 1950. *We recommend that the possibility of utilising the authority given by this section should be continuously kept in view by the Corporation.*

24. *Enforcement of Compulsory Education.*—All the legal provisions necessary for the introduction and enforcement of compulsory primary education within the area of the Corporation are contained in the City of Bombay Primary Education Act, 1920.

A reference to paragraph 5 (f) (7) of Chapter XIX will show that we have proposed the enactment of a separate Act for the enforcement of compulsory education which would be applicable to all the areas of the State (inclusive of Greater Bombay). In view of this recommendation, *we propose that the City of Bombay Primary Education Act of 1920 should be repealed.*

25. *Problems regarding the Finance of Primary Education in the City.*—We shall now turn to the very important problem of the State grant-in-aid to the Corporation on account of primary education.

26. Ever since 1888, the Corporation has been maintaining a special Primary Education Fund of its own. This fund is made up of—

- (1) Government grants for primary education ;
- (2) Fees from municipal schools ;
- (3) other miscellaneous receipts on account of primary education ; and
- (4) A contribution from the revenues of the Corporation.

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As the ultimate responsibility for the financing of primary education in the City rests upon the Corporation, the last of these sources has always been the most important. In practice, the Schools' Committee prepared its annual budget and it was approved by the Corporation. As the grant from Government was a fixed amount and as the income from fees and other sources was almost negligible, the deficit in the education budget of the Corporation had to be made good by a contribution from the General revenues of the Corporation. It is true that there was no statutory limit, either minimum or maximum, for the contribution of the Corporation. But as the Corporation was ultimately responsible for primary education, it made good the entire deficit in the approved educational budget.

27. This state of affairs continued till 1950 when several radical changes were introduced. In the first place, the grant from Government was raised from Rs. 9 lakhs to Rs. 25 lakhs. At the same time steps were also taken to prescribe the minimum contribution which the Corporation should make towards the maintenance of primary schools. Section 126-C which was now introduced in the Bombay Municipal Corporation Act, 1888, laid down that the Corporation shall contribute annually to its educational budget a sum equal to "five times the actual net realisation of the Corporation in the preceding year under the head of General Tax or payments made in lieu of General Tax (including arrears and payments in advance) divided by the rate fixed for the General Tax for the said financial year". Even this minimum contribution was not enough to cover the deficit in the education budget of the Corporation. Hence section 126-C has been again amended recently and it has been provided that the Corporation shall contribute a sum not exceeding Rs. 15 lakhs, from its General revenues to its educational budget in addition to the share of the General Tax allocated as above. Moreover, provision was also made for the levy of an educational cess in the City by the introduction of section 195-E and 195-F in the Bombay Municipal Corporation Act, 1888, and the proceeds of this cess were ear-marked for the expenditure on primary education. In short, the present statutory position is that, while the Corporation continues to be responsible to make good the entire deficit in its educational budget, it is also bound to make a minimum contribution towards the cost of primary education in the City. This minimum contribution consists of—

- (1) Five times the net realisation from the General Tax divided by the rate of General Tax for the year;
- (2) A contribution of not more than Rs. 15 lakhs from general revenues; and
- (3) All the proceeds of the educational cess.

28. In discussing the finance of primary education in the City, attention has to be paid to the following three problems :—

- (1) Is the present system of financing primary education in the City adequate and satisfactory?

(2) What changes, if any, should be made in the contribution which the Corporation is required to make towards the cost of primary education ?

(3) What changes, if any, should be made in the basis and amount of the State grant-in-aid to the Corporation on account of primary education ?

29. *Inadequacy of the Existing Arrangements.*—On the first of these issues, we find that the existing system of financing primary education is neither adequate nor satisfactory. In spite of the large amount that is annually being spent on primary education at present, we feel that the total expenditure will have to be increased very largely in the near future. According to the latest census available, the number of children in the age-group of 6—11 in the City who are not attending any school at present is about 40,000 ; and if the target of introducing universal, compulsory and free primary education for all children in the age-group of 6—11 is to be reached, the recurring expenditure on primary education in the City will have to be increased by about Rs. 30 lakhs. Besides, the population of the City is increasing very rapidly and if the experience of the past is any guide, the normal increase in the expenditure on primary education in the City is about Rs. 10 to 15 lakhs every year and a fairly large part of this is due mainly to the additional enrolment in schools resulting from an increase in the population. *Primary education in the City, therefore, cannot be placed on a satisfactory basis until a financial system can be devised which ensures elastic and ever increasing resources.* Under the present system, the total amount available for primary education tends to get inelastic because the grant-in-aid from the State Government is limited to Rs. 32·75 lakhs and there are limits beyond which the contribution of the Corporation cannot obviously go. Under these circumstances, it is clear that some better arrangements will have to be made as early as possible.

30. *Municipal Contribution for Primary Education.*—This brings us to the next question, viz., changes required in the present mode of the municipal contribution towards the expenditure on primary education, if any. In this context, two distinct proposals were placed before us. The first was to the effect that the contribution of the Corporation towards the expenditure on primary education should be fixed and that all the deficit in the education budget should be paid from State revenues as a grant-in-aid. It was argued that it will not be financially possible for the Corporation to meet the ever increasing demand of primary education and that it was in the interest of primary education itself to shift the residuary financial responsibility from the Corporation to the State Government. We have given our careful consideration to this suggestion but regret to state that we cannot accept it. While we admit that

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there is a strong case for increasing the State grant to the Corporation on account of primary education, we do not think that the residuary responsibility for the financing of primary education in the City should be shifted from the Corporation to the Government. The present position is that the State Government has accepted the residuary liability for the financing of primary education in rural areas and that in so far as urban areas are concerned, the residuary financial responsibility has been placed on the Corporations and the authorised municipalities. We see no reason to make any exception in this general principle, at least at the present stage, when compulsory education upto eleven years only is being contemplated. We also do not think that such a change, even if possible, would be desirable and in the interest of primary education. When larger resources are needed for primary education, it will be easier for the people in the City to bring pressure on the Corporation than on the State Government. *We, therefore, are definitely of the view that it is in the interest of primary education itself that the residuary responsibility for the financing of primary education in the City should continue to rest upon the Corporation.*

31. The other suggestion that was made to us is that Section 126C should be repealed and that no statutory minimum contribution should be prescribed for the Corporation. This section, it will be recalled, was introduced with the object of securing additional resources for primary education by prescribing a statutory minimum contribution for the Corporation. But it has been argued that what is prescribed as the *minimum* contribution in law, often tends to become the *maximum* contribution in practice. In the old days when there was no statutory minimum contribution, the Corporation willingly came forward to make good the entire deficit in the education budget. But now the tendency to say that the Corporation should give only the minimum contribution prescribed by the Act is on the increase; and it is feared that, if things were to continue like this for some time, the contribution of the Corporation also would be limited in practice to the statutory minimum. If this happens, the total budget available for primary education would also be fixed because the grant from the State Government is also a fixed amount. Under such circumstances, it is easy to see that the interests of primary education which requires an elastic and ever-increasing source of revenue would be jeopardised. We agree that there is some truth in this argument and that any statutory provision which prescribes a minimum contribution to be made by a local authority is a double-edged weapon which can act in both ways either to increase the resources available or to diminish them. But in spite of this double-edged character of the principle, the experience of the past, not only in Bombay but elsewhere, confirms the view that, on the whole, it does good to the cause of primary education. In the last analysis, the only real guarantee to ensure adequate resources for primary education is

the attitude of the people and their realisation of the importance of primary education. In the City of Bombay, the long history of primary education shows that the people have realised the importance of primary education and are prepared to make the necessary sacrifice for it. Under these circumstances, *we do not think that any harm is likely to be done by the statutory provision to fix the minimum contribution of the Corporation.* We therefore, do not think that Section 126C should be repealed.

32. *Basis of State Grant-in-aid.*—We now come to the third issue, viz., the basis and the amount of the State grant-in-aid to the Corporation on account of primary education. The Corporation has been agitating for some time past, for an increase in the grant-in-aid which it now receives from the State Government. We admit, at the very outset, that the case of the Corporation is fully justified and that a stage has been reached when a further increase in the grant-in-aid from the State Government has become essential. In 1918, when the question of re-introducing State grants to the Corporation on account of primary education was being discussed the Government of Bombay came to the conclusion that "a point had been reached at which primary education in the City of Bombay could no longer be developed in a manner be fitting the chief City in India without substantial contribution from the provincial revenues". This is as true in 1958 as it was in 1918 and *we, therefore, recommend that the request of the Corporation for a larger grant-in-aid should receive sympathetic consideration from Government and that the final orders on the subject should be passed as early as possible.*

33. In this connection, we would like to state our opinion on two allied subjects, viz., (1) the basis of the State grant-in-aid on account of primary education and (2) the ceiling on the amount of the grant, if any. Regarding the basis of the grant-in-aid, the present position is that the State grant is worked out at 25 per cent. of the total expenditure incurred by the Corporation on primary education. It was contended on behalf of the Corporation that this percentage should be increased to 33½ per cent. in the first instance and gradually raised to fifty in a few years. Shri R. V. Parulekar, who gave his evidence before us, strongly urged that the grant-in-aid to the Corporation should be at 50 per cent. of its total expenditure and, in support of his argument, cited the example of England where even the London County Council received a grant-in-aid at 50 per cent. of its total expenditure. We have examined this problem carefully but regret to state that we cannot accept this contention. It is true that, in England, all the local authorities are treated alike for the purposes of grant-in-aid. But it must be pointed out that the differences in the financial capacities of the various local authorities in England are not very great. Besides, even in England, opinion is now growing

that the poorer local authorities should either be given grants at a higher rate than that fixed for the richer local authorities or that they should be given special additional grants with the object of equalising the financial burden. Moreover, the local authorities in England have to deal, not only with elementary education, but with compulsory education from 5 to 15 years, secondary education, technical education, continuation education and education of children in need of special care. The total educational budget of the English local authorities is, therefore, very large and the State grant-in-aid is consequently given at a higher rate. In India, on the other hand, the inequalities of financial capacity among municipal bodies are very pronounced and they have to deal with elementary education only. We, therefore, feel that the English precedents are not applicable to Indian conditions. We would rather prefer to agree with the Kale Committee which recommended that the richer municipalities should be given grant-in-aid at a lesser rate. The contention of the Corporation that it should be given grant-in-aid at 50 per cent. and be treated on a par with other authorised municipalities cannot, therefore, be supported.

34. If the history of the finance of primary education in the City since 1868 is taken into consideration, we find that the Government grant to the Corporation has never exceeded 25 per cent. of the total expenditure and has often been much lower. At one time it was as low as 9 per cent. and it did not exist at all between 1907 and 1918. *We, therefore, feel that the recommendation of the Shroff Committee that the grant-in-aid to the Corporation on account of primary education should be calculated at 25 per cent. of its total expenditure is fundamentally sound and that no change be made in it at the present stage when we are contemplating compulsory education up to eleven years only.* This basis will have to be reconsidered if compulsory education to the age of fourteen is to be introduced. But this is rather a distant problem.

35. It is necessary to explain the expression "total expenditure" which we have used in the preceding paragraph. At present the grant-in-aid to the Bombay Municipal Corporation—as well as to all other local bodies—is calculated on *approved* expenditure. We have discussed the evils of this system of approved expenditure in Chapter X, and we do not want to anticipate that discussion here. It will serve our purpose if we state here that *the concept of approved expenditure is absolutely unwanted at the Corporation level and we, therefore, recommend that a grant-in-aid, should be paid to the corporation on all expenditure, legitimately chargeable to primary education.* The expression "total expenditure" as used in the preceding paragraph would, therefore, mean the total expenditure debited to the Primary Education Fund of the Corporation *minus* the expenditure disallowed against the Primary Education Fund itself. The Corporation bears 75 per cent. of the expenditure and, therefore, it should

be regarded as a good judge of the desirability or otherwise of the expenditure incurred, and the reasonability of any expenditure incurred by it should not be challenged except on very special grounds. Besides, the grant-in-aid to the Corporation is subject to a ceiling on a *per capita* basis. If the expenditure incurred by the Corporation is on a lavish scale, the capitation ceiling will operate and the grant-in-aid will be restricted automatically. We, therefore, see no objection to regard all expenditure incurred by the Corporation on account of Primary education as grantable.

36. We have also examined this matter in some detail. We find that the expenditure disallowed at present is only a very small fraction and usually forms less than two per cent. of the total. It may, therefore, be more advisable to adopt the *ad hoc* basis that all expenditure legitimately chargeable to the Primary Education Fund shall also be admitted for purposes of grant.

37. A still further examination showed that the expenditure on the following items is now being disallowed for purposes of grant :—

- (a) Printing of proceedings ;
- (b) Upkeep of the motor car, station wagon and school buses ;
- (c) Games materials, sports and mass drill ;
- (d) Free supply of slates, etc., to poor children
- (e) Sewing and embroidery machines ;
- (f) Pay and allowances of the Superintendent, Aided Schools ;
- (g) Functions.

Obviously, this expenditure is legitimate. The circulation of proceedings is so large a matter that they are printed purely as a matter of economy. The transport vehicles maintained now are indispensable for the conditions in Bombay City, especially because school buses are definitely needed to take children to hospitals for medical examination and treatment. Even the "Functions" mentioned here are a misnomer, because they only represent extra-curricular and group activities which are indispensable in educational institutions. The detailed examination has convinced us that the objectionable expenditure in the Corporation is really so small as to be negligible. It would, therefore, be more desirable to simplify matters by basing grant-in-aid, as proposed by us, on *total expenditure*, instead of on *approved expenditure*, as at present.

38. *Ceiling to the State Grant-in-aid.*—Whether a ceiling to the State grant-in-aid to the Corporation should be prescribed or not is the next issue. The historical survey given earlier will show that

such a ceiling has always existed since the State grants were re-introduced in 1919. It was Rs. 9 lakhs until 1950 when it was raised to Rs. 25 lakhs. The principle underlying the fixation of a ceiling is that the State Government should be able to devote a larger part of its funds to the development of primary education in rural areas by limiting its liability for rich urban areas. This is a sound principle and we, therefore, feel that the fixation of a ceiling should continue. We do not, however, approve of the idea that the ceiling should be prescribed as a definite amount. This makes the finance of primary education inelastic. As an alternative, we suggest that the ceiling should be fixed in such a way that it will automatically go on increasing as the standard or extent of primary education improve. This can be done by connecting the ceiling to the cost per pupil in primary schools in rural areas and the total enrolment in primary schools in the City. As a basis for consideration, we suggest that the ceiling for the State grant-in-aid to the Corporation on account of primary education in any given year should be equal to $\frac{2}{3}$ of the cost per pupil in primary schools in rural areas in that year multiplied by the total number of pupils receiving primary education (i.e., number of pupils studying in all municipal schools as well as in recognised private primary schools) during the same year. If such a basis were adopted, the Government grant to the Corporation will be lower than the expenditure which is being incurred in rural areas and, therefore, the priority of the expenditure in rural areas will be maintained. At the same time, the ceiling to the grant-in-aid will be related to the enrolment in the primary schools in the City and will automatically increase as the number of pupils goes on increasing.

39. *Amendment of section 62-B.*—The Kale Committee recommended in 1939 that the grants to local bodies should be statutory. This principle was accepted by Government and the grants to authorised municipalities were given on a statutory basis under the Bombay Primary Education Act, 1947. As this Act does not apply to the City of Bombay, the grants to the Corporation on account of primary education have continued to be non-statutory. The only section in the Corporation Act which deals with State grants on account of primary education is section 62-B and we have already pointed out that it is vague and almost meaningless in the present context. If it means anything at all, it implies that the grant-in-aid to the Bombay Corporation should be on the same basis as a grant-in-aid to a City municipality—a principle which has already been superseded by the recommendations of the Kale Committee made in 1939. We, therefore, feel that the existing section 62-B should be repealed and replaced by another section which will describe the basis of grant-in-aid proposed by us. In other words, we recommend that section 62-B should be re-drafted as given below :—

“62-B.—The Corporation shall be entitled to receive from the State Government an annual grant-in-aid equal to 25 per cent. if

its total recurring expenditure on primary education during the preceding year : Provided, however, that the amount of such grant-in-aid shall not exceed 2/3rds of the cost per pupil in primary schools in rural areas in the preceding year multiplied by the total number of pupils enrolled in municipal schools during the same year”.

Before concluding this discussion, we would like to recommend that the grant-in-aid to the Corporation should be immediately raised to at least Rs. 50 lakhs because the total recurring expenditure on primary education within the area of the Corporation is estimated to exceed Rs. 2 crores in 1958-59.

40. *Grant-in-aid on account of School Buildings.*—One more point was urged before us in connection with this issue. The problem of school buildings is extremely urgent in the City, because most of the primary schools are now housed in un-satisfactory rented buildings. In most of these buildings, the class-rooms available have a very limited accommodation with the result that the size of the average class becomes undesirably small and the recurring expenditure on primary education increases considerably. The Corporation, therefore, is extremely anxious to provide good buildings of its own to all the primary schools as soon as possible. We were glad to find that it has undertaken a fairly large loan programmes for this purpose and that it is spending not less than Rs. 20 to 25 lakhs per annum on it. It was pointed out to us that no assistance from the State is received for this purpose and it was suggested that the State should assist the Corporation in this programme also. In particular, the Corporation desires a grant in aid of Rs. 2 crores in a period of 10 years. We are discussing the general problem of School Buildings in a latter chapter. Without repeating that discussion, we may state here that in view of the shortage of funds, we have been compelled to recommend that *grants-in-aid for school buildings should be given to rural areas only*. In view of this stand, we regret to state that we cannot recommend this request of the Corporation.

41. We, however, feel that the Corporation should go on with its loan programme as speedily as possible and that the interest charges and sinking fund on account of this programme should be made grantable. We were given to understand that such is the practice at present. We however, feel that it is desirable to place it on a statutory basis like the other recurring grants and, therefore, *recommend that the annual instalment for the repayment of the loans raised by the Corporation for the construction of school buildings should be considered as an integral part of the recurring expenditure on primary education*. If this is done, the building programme also will get an automatic assistance at 25 per cent. of the expenditure.

We, therefore, suggest that the following explanation should be added to section 62-B as proposed to be amended :—

“*Explanation.*—The annual instalment for repayment of loans raised by the Corporation for the construction of primary school buildings shall be deemed to be a part of the recurring expenditure on primary education.”

42. *Private Primary Schools in the City of Bombay.*—There are a very large number of private primary schools in the City of Bombay. According to the statistics of 1957-58, the total number of pupils in the aided primary schools in the City was 87,928 as against 2,75,984 in the municipal schools. In other words, about 24 per cent. of the pupils studying in primary schools in the City receive their education in aided schools. Private enterprise, therefore, plays a very important part in the provision of facilities for primary education in the City. The existence of these schools lightens the burden of the Corporation and Government in financing primary education and we, therefore, feel that every attempt should be made to conserve this private enterprise and even to expand, if possible.

43. We are conscious of the fact that the private primary schools in the City have been the subject of a controversy. On the one hand, we have received representations from the private schools saying that they do not receive adequate grant-in-aid. On the other hand, we have also received complaints to the effect that some of these private schools are purely proprietary concerns and that they are more like business enterprises than educational institutions; that some of them impart religious education compulsorily in practice and leave it voluntary in the time-tables only; and that teachers working in several of these schools are under-paid and have neither security of service nor any provision for old-age. It has not been possible for us to go into the merits of the question and to examine these charges in detail. But we do realise that this is an important and complicated problem that needs close and immediate scrutiny at the hands of both the Corporation and the State Government.

44. Another matter relating to the private primary schools in the City which also needs immediate attention is the proposed revision of the Municipal Grant-in-Aid Code. We are given to understand that the Corporation is not satisfied with its existing Grant-in-Aid Code for private primary schools. Attempts to revise this Code, or rather to replace it by a new and a comprehensive document, are being made since 1942; but for some reason or the other, the matter is still pending. We think that this is an issue which can hardly be settled through correspondence and that the only way to decide it quickly is to work through a Committee consisting of the representatives of Government and the Corporation. This procedure has not been adopted so far and the final decisions are, therefore, being delayed.

45. In order to examine the whole problem of private primary schools in the City as well as to re-draft the Grant-in-Aid Code of the Corporation, we recommend that immediate action should be taken under section 39 of the Bombay Municipal Corporation Act. We suggest that the Corporation should appoint a Primary Education Consultative Committee for this purpose. It should consist of the representatives of (1) the Corporation, (2) State Government, and (3) the private primary schools in the City and one or two experts on the problem. This Committee should be requested to examine the problem of private enterprise in the field of primary education in the City and to suggest changes in the existing Grant-in-Aid Code of the Corporation. We feel that such a Committee would be able to do justice in this important problem and to suggest solutions acceptable to all concerned. *We, therefore, recommend to the Corporation that a Consultative Committee should be set up under section 39 of the Act as early as possible, and that the whole question of private primary schools (inclusive of the revision of the Grant-in-Aid Code) be referred to it for enquiry and report.*

46. The Corporation has also requested that it should have the authority to make changes in the syllabus in view of local conditions. It says—"It is also felt that the syllabus need not be uniform for all the primary schools in the entire State of Bombay, but that the syllabus be so prescribed as to admit of suitable adjustments and modifications having regard to the conditions prevailing in the local area in which the syllabus is to operate." A reference to paragraph 54 of Chapter V will show that this is precisely the view we have recommended. Under our proposals—and in fact, even under existing rules—it would be open to the Corporation to suggest any modifications in the syllabus and to adopt them with the approval of the Department. So far, only one proposal was received from the Corporation, viz., the Corporation desired to give "safety-first" education in its schools. This proposal was approved. We have no doubt that all future proposals that the Corporation would make in this behalf would be considered by the Department with equal sympathy.

47. *General Conclusions.*—We have now completed the discussion of all the problems in respect of the administration of primary education in the City of Bombay to which our attention was invited. We have discussed all these proposals with the representatives of the Bombay Corporation and we feel that, except in the case of the grant-in-aid from State revenues, our recommendations would be welcome to the Corporation. Even in respect of grant-in-aid, we feel that the Corporation would welcome the proposals made by us although they fall short of the claims put forward by it to some extent.

48. It will be seen from the foregoing discussion that the Bombay Corporation has been administering primary education since 1889.

During the last seventy years, it has been able to evolve a pattern of administration which is very satisfactory and successful in the administrative and financial conditions created under the Corporations of big cities. The main features of this pattern are the following :—

(a) The Corporation constitutes the single agency for the administration of all primary education—public or private—within its area and enjoys the largest possible autonomy in this respect.

(b) The entire executive administration of primary education is placed under the Municipal Commissioner who is an officer of the State Government. He is assisted, in the discharge of his duties, by an Education Committee consisting of Corporators and Educationists and by an Education Officer of adequate status and qualifications.

(c) The State grant-in-aid to the Corporation is a single general purposes grant calculated at a prescribed percentage of the total expenditure incurred by the Corporation on primary education. Government does not examine the details of this expenditure, but generally fixes a ceiling to its grant-in-aid in order to ensure that State funds are not unduly absorbed by the rich urban localities.

49. We feel that these principles evolved as a result of the experience of the last seventy years are extremely valuable. *We, therefore, recommend that these principles should be extended to the other three Corporations also and that a uniform pattern for the administration of primary education under all the Corporations in the State should be evolved at an early date and that it should be similar to the one which has been evolved in the City of Bombay.* This recommendation does not imply that the rate of grant-in-aid to all the Corporations should be the same. The financial capacities of the Corporations vary and it is, therefore, essential that the extent of financial assistance from State revenues should vary from Corporation to Corporation. Subject to this single exception, however, we would prefer to have a similar pattern for the administration of primary education in all the Corporations of the State.

50. *Financial Implications.*—We have recommended in paragraph 39 above, that the ceiling to the grant-in-aid to the Bombay Municipal Corporation should be increased to a minimum of Rs. 50 lakhs. At present, the total grant-in-aid paid to the Corporation is Rs. 37,75,000. The minimum additional financial liability involved in the proposals made in this Chapter is, *therefore Rs. 12,25,000.*

CHAPTER VII.

ADMINISTRATION OF PRIMARY EDUCATION UNDER THE CORPORATIONS OF NAGPUR, AHMEDABAD AND POONA.

There are three other Corporations in the State of Bombay, Nagpur, Ahmedabad and Poona. All of them began as municipalities about a hundred years ago and they have all been associated with the administration of primary education for more than seventy years, although they have been raised to the status of Corporations only very recently. The social, financial and administrative conditions in all these Corporations are similar to those in the City of Bombay, and the only difference lies in the level of their financial capacities. It is, therefore, not only convenient but necessary to deal with the problems of primary education in the areas of these three Corporations together. We shall, therefore, devote this Chapter to the examination of the administration of primary educations under these three Corporations. We shall first deal with Nagpur which has a separate Act of its own and then with Ahmedabad and Poona, both of which have been constituted under the Bombay Provincial Municipal Corporations Act, 1949.

Section A.

PRIMARY EDUCATION IN THE CITY OF NAGPUR.

The Corporation of Nagpur was constituted under the City of Nagpur Corporation Act, 1948 (No. II of 1950) by the amalgamation of the Nagpur Municipal Committee and the Civil Station Sub-Committee and began functioning in 1951. Prior to this date, it was a municipality under the Central Provinces and Berar Municipalities Act, 1922. In that capacity it had authority to administer primary education within its area and was entitled to receive a grant-in-aid from Government at 50 per cent. of its total approved expenditure on primary education.

2. *Administration of Primary Education in Nagpur City.*—The pattern of the administration of primary education in the City of Nagpur resembles that in the City of Bombay to some extent. In both the Corporations, the administration of primary education is placed directly under the Commissioner. In both, compulsory primary education had been introduced in the whole of the municipal area and the legislation regarding compulsory education has been separately provided by the City of Bombay Primary Education Act, 1920, in the Bombay Corporation and by the Madhya Pradesh Primary Education Act, 1956 (which has been recently enacted after repealing the Central Provinces and Berar Primary Education Act, 1920) in the Nagpur Corporation. With these two points, however, the similarity between the two Corporations almost comes to an end,

and a number of significant differences begin to appear. The chief among these are the following :—

(a) There is no Education Committee in Nagpur corresponding to the Education Committee in Bombay ;

(b) There is provision for the appointment of a consultative Education Committee in the Nagpur Corporation Act (Section 39). This Committee is to consist of not less than five and not more than nine councillors and the Corporation has the authority to refer any matter connected with education in the City to this Committee for enquiry and report or for opinion. This Consultative Committee is similar to the Consultative Committee provided for in section 39 of the Bombay Municipal Corporation Act with the difference, however, that the Bombay Consultative Committee can be appointed in consultation with Government, if necessary.

(c) Section 51(1) (s) of the Nagpur Corporation Act, lays down that the Corporation shall make adequate provision for "establishing and maintaining primary schools". It will be noticed that this provision is different from that made in section 61(c) of the Bombay Municipal Corporation Act, because the Bombay Corporation has also been authorised to aid primary schools in addition to maintaining them. In other words, the responsibility to give grant-in-aid to private primary schools within the area of the Corporation has been statutorily placed upon the Corporation itself in Bombay and Government does not retain any authority to itself in this matter. In Nagpur, on the other hand, the Corporation is mainly responsible for establishing and maintaining primary schools of its own and it is not a specific responsibility of the Corporation to give grant-in-aid to private primary schools. Consequently, the position of private primary schools in the City of Nagpur is rather anomalous. Some of them receive grant-in-aid direct from the State Government ; and others receive grant-in-aid from the State Government but these are paid through the Corporation. The Corporation also sanctions some small grants to a few private primary schools in exercise of the discretionary powers vested in it. But the amount of these grants, taken collectively on the whole or considered separately for each school, is very small.

(d) There is no provision in the Nagpur Corporation Act for the appointment of an Educational Officer. To administer all the primary education in the City, the Corporation maintains two officers—a man and a woman—to supervise its schools. But the scales of pay offered to these officers are inadequate and their status is consequently much lower than that which is necessary for the Head of the Primary Education Department. In our opinion, the absence of the post of an Education Officer in the Nagpur Corporation is probably the weakest feature of its administration. We, are however, glad to find that the attention of the

Corporation has already been invited to this deficiency and that an adequately remunerated post of an Education Officer has already been created by the Corporation and the posts of Superintendents also have been increased from two to five.

(e) There are no sections in the City of Nagpur Corporation Act which correspond to sections 62-BB and 62-C of the Bombay Municipal Corporation Act, 1888. In other words, no specific powers of control have been reserved to the State Government in respect of primary education. On the other hand, even the Corporation is treated as any other private agency under the existing law of primary education and is required to apply to Government for recognition to every new school opened by it. It is true that this procedure has become more or less formal in practice. But as the law stands to-day, no grant-in-aid is paid to the Corporation on account of any new school which has not been recognised by Government.

(f) The Nagpur Corporation is responsible to meet the entire deficit in its approved budget of primary education. But it is not required to make a minimum contribution towards the expenditure on primary education and there are no sections in the Nagpur Corporation Act which correspond to section 126-C and 126-D of the Bombay Municipal Corporation Act, 1888.

(g) There are no provisions in the Nagpur Corporation Act corresponding to sections 125-E and 195-F of the Bombay Municipal Corporation Act, 1888. In other words, the Nagpur Corporation does not have the authority to impose an Educational Cess.

(h) There is no provision in the Nagpur Corporation Act regarding the schedule of staff required for primary education. That is to say, there is no section in the Nagpur Corporation Act corresponding to Section 79-A of the Bombay Municipal Corporation Act, 1888.

(i) There is no provision in Nagpur for the separate maintenance of the Primary Education Fund. In Bombay, a separate Primary Education Fund has been maintained since 1888. The main advantage of this procedure is that the unspent balance of grants remains in the Fund and is available for expenditure during the ensuing year. But this very healthy practice has not been developed in Nagpur for some reason or the other.

It will be seen from the above analysis that there are several fundamental differences in the patterns of administration of primary education under the Corporation of Bombay and Nagpur.

3. *Amendments to the City of Nagpur Corporation Act, 1948.*— We have already recommended that there should be a uniform pattern for the administration of primary education under all the

Corporations in the State and that it should be similar to the one which has been evolved in the City of Bombay. This result can be secured by amending the City of Nagpur Corporation Act, 1948. We therefore recommend—that the administration of primary education in the City of Nagpur should be remodelled by amending the City of Nagpur Corporation Act, 1948, so as to incorporate provisions similar to those of sections 39, 50-H to 50-S, 62-BB, 62-C, 76-A, 79, 126-C, 126-D, 195-E and 195-F of the Bombay Municipal Corporation Act, 1888.

4. *Transfer of the Primary School for Girls conducted by Government in the area of the Corporation.*—At present, Government conducts a small primary school for girls within the area of the Corporation. It is a combined Primary and Middle School. There are about 181 pupils in Primary Standards I-IV and about 120 pupils in the Middle School Standards V-VII. The total staff consists of 8 teachers 4 of whom work in the Middle School and 4 in the Primary School. The school has a building of its own, sanitary arrangements and a play-ground.

In this connection, we are strongly of opinion that multiplicity of agencies should be avoided and that, as far as possible, the control of primary education within a given area should be vested in a single authority. In accordance with this fundamental principle, we found that the Corporation was prepared to take over only the primary section of the school and that it did not agree to taking over the middle school section because the Corporation does not maintain any middle school at present and it was afraid that it would be required to conduct a large number of middle schools in Nagpur if it once agreed to take over this institution. This view of the Corporation is fully justified. In consultation with the Corporation and the Officer on Special Duty, Nagpur, therefore, we make the following recommendations :—

(1) The primary section of this school should be separated from that of the middle school.

(2) The primary section with its staff, equipment and the building of the school should be transferred to the Corporation. The teachers so transferred should be regarded as guaranteed teachers and they should have the same rights and privileges as were given to the guaranteed teachers in Bombay when their services were transferred to the local bodies under the Bombay Primary Education Act, 1923.

(3) The middle school section should continue to be with Government and should be amalgamated with the Government High School for Girls in Nagpur. The Officer on Special Duty

told us that it would be possible to accommodate the middle school section in the building of the High School or some other suitable arrangement for accommodating the middle school could be made without difficulty. The Corporation has also agreed to permit the middle school section to meet in the same building even after the transfer of the primary section is made, if that were found to be necessary.

5. *Transfer of the supervision over Private Primary Schools within the Municipal Area to the Corporation.*—As pointed out already, the Corporation of Nagpur maintains its own primary schools and has no concern with the private primary schools within its area as they are being recognised and aided direct by the Education Department. We feel that this duality of control should not exist. In the Corporations of Bombay, Ahmedabad and Poona, the Corporations not only maintain their own schools, but they also recognise and aid all the private primary schools within their municipal limits in accordance with the Grant-in-aid Code prescribed by Government or with a Grant-in-aid Code prepared by them and approved by Government. We are of the opinion that this authority should be given to the Corporation of Nagpur also. We, therefore, recommend that section 57(1) (s) of the City of Nagpur Corporation Act should be amended on the lines of section 63(15) of the Bombay Provincial Municipal Corporations Act, 1949 and that it should be made incumbent on the Corporation of Nagpur to make reasonable and adequate provision of "maintaining, aiding and suitably accommodating schools of primary education". To begin with, the Corporation of Nagpur should adopt the existing Grant-in-Aid Code of Vidarbha for this purpose. Later on, it should enact its own Grant-in-Aid Code with the approval of Government.

We have discussed this question with the representatives of the Corporation as well as with those of the private primary schools. The Corporation has no objection to take over this responsibility, provided the expenditure incurred by it for this purpose is approved by Government for grant-in-aid and the transition to the new order is made gradual. The private primary schools however expressed a disinclination to be placed under the control of the Corporation and desired that their independent relationship with the Education Department should continue as in the past. We feel that this contention has no justification and that it violates the fundamental principles of the unified control of primary education with a given local area. We also feel that there is hardly any basis for the fears which the management of private primary schools seem to entertain in this regard at present and recommend that their objection to this proposal may be over-ruled. We, therefore, recommend that the private primary schools in the City of

Nagpur should be transferred to the supervision and control of the Nagpur Corporation.

The financial implications of this proposal should also be considered. It is obvious that the liability of the Corporation on account of primary education will be increased substantially on account of this change. But in the interest of primary education the Corporation has to assume this responsibility and in order to make the transition smooth and easy, *we recommend that the grant-in-aid of Government to the Corporation on this account should be gradually adjusted to the normal in a period of four years.* In the first year, it should be on a 100 per cent. basis of the grants-in-aid which the Corporation might sanction to private primary schools within its area. In the second year, the grant-in-aid should be reduced to 80 per cent., in the third, to 60 per cent. and in the fourth to 40 per cent. which is the basis that we are recommending for a general grant-in-aid to the Corporation. This will spread the transition over a fairly long period and will eliminate financial difficulties, if any.

6. *Grant-in-aid to the Corporation of Nagpur, on account of Primary Education.*—The only problem that now remains to be discussed refers to the grant-in-aid to the Nagpur Corporation on account of primary education. At present, the Corporation gets the following grants :—

(a) *Voluntary Education Grant.*—The Nagpur Municipality used to get a grant for voluntary education on the same principles as were applicable to the other municipalities in the old State of Madhya Pradesh. This grant was generally given at 50 per cent. of the approved expenditure on the salaries and Provident Fund Contributions of teachers and included an additional sum of Rs. 200 per annum per school for contingent expenditure. This grant was assessed on the last occasion in 1952 and has not been revised since.

(b) *The old Compulsory Education Grant.*—Compulsory primary education was introduced in a part of the City of Nagpur in 1928 and in a part of the old Civil Station Sub-Committee of Nagpur in 1930. A grant-in-aid was sanctioned for these schemes for additional teachers, attendance officers, etc., at 50 per cent. of the total approved expenditure and it has been continued to date.

(c) *The new Compulsory Education Grant.*—Compulsory primary education was extended to all the area of the City in 1955 and a new compulsory education grant was sanctioned on the basis of additional teachers, attendance officers, etc., at 50 per cent. of the total approved expenditure. This grant has also been continued

to date. No action has also been taken on the request made by the Corporation to combine the old and new compulsory education grants.

(d) *Refugee Schools Grant*.—There are two refugee schools in the area of the Nagpur Corporation and Government gives a grant-in-aid to the Corporation equal to the entire cost of these schools, except the house rent allowance which the Corporation is paying to the teachers in these schools. There appears to be no reason why a grant-in-aid on the house rent allowance paid to the teachers of these schools has been withheld in spite of repeated requests from the Corporation.

(e) *Grant for Dearness Allowance*.—A special grant-in-aid is also being paid to the Corporation of Nagpur on account of dearness allowance (called compensatory cost of living allowance or C. C. L. A., in Vidarbha) paid to primary teachers. This grant is calculated at different rates for different categories of teachers. Prior to the re-organisation of States, the teachers were paid Dearness Allowance at Rs. 35 per mensem, if their salary was Rs. 45 or more per mensem and at Rs. 28 per mensem, if their salary was less than Rs. 45 per mensem. Out of these amounts, the share borne by the State Government was Rs. 16 in case of teachers whose salary was Rs. 30 or more on 31st March 1946. Rs. 13 in case of teachers whose salary was between Rs. 25 and 30 on 31st March 1946, and Rs. 8 in case of teachers appointed after 31st March 1946. After the reorganisation, the rates of Dearness Allowance were increased to Rs. 45 in the case of teachers whose salary is Rs. 51 or more and to Rs. 40 in case of the others and brought on par with those in Bombay. The additional expenditure incurred on this account has been borne by Government on a 100 per cent. basis from 1st November 1956 upto date and it is understood that it will be so borne till the end of 1958-59. From 1959-60, however, the Corporation has been informed that Government will bear only 25 per cent. of the expenditure on Dearness Allowance, and that the rest would have to be borne by the corporation. The Corporation has been upset by these orders because they reduce its claim to a grant-in-aid of 50 per cent. very suddenly.

(f) *Building Grant*.—We were told that the old Madhya Pradesh Government has sanctioned a grant-in-aid at 50 per cent. of the expenditure on construction of school buildings (estimated at Rs. 6,50,000) under the compulsory education scheme and portions of this grant-in-aid are now being paid annually on the basis of actual expenditure incurred on the programme.

7. It will be seen from the above analysis that the existing system of grant-in-aid to the Corporation has become extremely

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complex.* This complexity naturally results in a good deal of avoidable correspondence, delays and other inconveniences.

There is another aspect of the problem which needs some attention. Under the present orders, Government grant-in-aid is given only on items which are "approved". In practice, a large number of items have not been approved and the following are some of the instances in this respect :—

(1) House rent allowance given to its staff (except to the peons) by the Corporation is not admitted for purpose of grant.

(2) All expenditure on account of the administrative and supervisory staff (including the expenditure on the office of the primary education section) is not admitted for the purposes of grant with the one exception that Government gives Dearness Allowance at Rs. 3 per mensem, for peons and also approves the house-rent allowance for them.

(3) Salaries and allowances of substitute teachers appointed in leave vacancies are not admitted for purpose of grant.

The contention of the Corporation is that all expenditure incurred by it for purposes of primary education should ordinarily be approved unless there are very strong reasons to be contrary.

8. That the existing system of grant-in-aid needs simplification cannot be gainsaid. We, therefore, make the following proposals in this respect :—

(1) Our first recommendation is that immediate steps should be taken to substitute, a single general purposes grant based on total expenditure in place of the numerous separate and specific purpose grants that are given at present on the basis of "approved" expenditure. We would like to point out that this reform has a very interesting precedent in England. In the nineteenth century the Local Authorities in England were given grants from the Treasury for specific purposes and, at one time, there were as many as 125 different grants which were given to each Local Authority. The complications and the administrative inconveniences which such a system created could easily be imagined. Consequently a process of simplification was started in the early years of this century and a single general purposes grant was introduced in place of all the multifarious grants that were given in the past. The lessons of this reform can be applied with the advantage to our system of grant-in-aid also. We, therefore, recommend that the State grant to the Corporation of Nagpur on account of primary education should be a single general purposes grant

* In this context, attention is also invited to paragraph 43 of Chapter V.

based on the total expenditure of the Corporation concerned on primary education during the preceding year. This basis has already been adopted in respect of the Bombay Corporation and we see no reason why it should not be extended to the other Corporations as well.

(2) The next question is to decide the rate of this grant-in-aid. In Bombay City, the grant is calculated at 25 per cent. of the total expenditure subject to an upper limit of Rs. 25 lakhs. We have recommended that the rate of this grant-in-aid should not be changed but that the upper limit might be fixed on a different principle. We find that Nagpur cannot be treated on a par with either Bombay or Ahmedabad. We, however, feel that it can be equated with Poona in so far as grants are concerned and *we, therefore, recommend that the grant-in-aid to the Nagpur Corporation during any year should be fixed at 40 per cent. of its total expenditure, on primary education during the preceding year.* The following table shows that the grant-in-aid to the Corporation in the past has varied between 29 per cent. and 37 per cent. and we, therefore, feel that our proposal is both equitable and fair.

TABLE No. VII (1).
Grant-in-Aid to Nagpur Corporation.

Year and Item.	Expenditure.		Amount of		Percentage		Remarks.
	1	2	3	4	5	6	
							7
1953-54—							
1. Voluntary	..	5,01,565	1,82,440	1,52,910	36	30	Expenditure of Rs. 1,82,689 was not admitted for grant.
2. Old compulsory	..	46,240	23,170	23,170	50	50	
3. Refugee	..	22,240	22,240	21,730	100	98	
4. C. C. L. A.	..	3,11,035	27,080	1,27,080	41	41	
		8,81,180	3,54,930	3,24,890	40	37	
1954-55—							
1. Voluntary	..	5,80,325	2,06,780	1,52,910	36	26	Expenditure of Rs. 2,13,160 was not admitted for grant.
2. Old compulsory	..	62,535	27,268	27,255	44	44	
3. Refugee	..	24,920	24,920	23,385	100	94	
4. C. C. L. A.	..	3,44,200	1,34,160	1,34,160	39	39	
		10,11,980	3,93,125	3,37,720	38	33	

TABLE No. VII (1)—contd.

Year and Item.	1	2	3	4	Percentage		Remarks.
					of 3 to 2.	of 4 to 2.	
					5	6	7
1957-58—							
1. Voluntary	..	7,57,140	2,80,510	1,52,910	37	20	Expenditure of Rs. 2,59,715 was not admitted for grant.
2. Old compulsory	..	73,820	32,910	32,910	44	44	
3. New compulsory	..	2,69,380	1,27,150	1,27,150	47	47	
4. Refugee	..	51,425	51,425	48,525	100	94	
5. C. C. L. A.	..	5,39,930	3,25,035	3,25,035	60	60	The larger grant is due to payment of some arrears.
6. Buildings	..	7,64,230	3,82,115	1,83,420	50	24	
		24,55,925	11,99,144	8,69,950	49	35	

(3) The two proposals made above involve the concept of an upper limit to the grant-in-aid. Such a limit has already been prescribed for the grant-in-aid to the Bombay Corporation and we have recommended a change of principle on which the upper limit is to be calculated from year to year. *We, therefore, recommend that an upper limit should also be prescribed for the grant-in-aid from State revenue to the Nagpur Corporation on account of primary education and that it should be on the same lines as we have suggested in the case of the Bombay Corporation.*

(4) Finally, we have to consider the question of grant-in-aid for the construction of primary school buildings. As in Bombay, the Nagpur Corporation also has been raising loans for the construction of school buildings. We found that it has undertaken a very good programme of school buildings and that it deserved and badly needs substantial assistance from the State revenues for this purpose. We have already recommended the continuance of the existing practice under which the annual instalments for repayment of loans raised by the Bombay Corporation for construction of primary school buildings are admitted for purposes of grant-in-aid. We have further suggested that such instalments should be deemed to be a part of the recurring expenditure and that an annual grant should be paid thereon at the usual rate. *We now recommend that the same principle should be extended to the Nagpur Corporation also.*

In the case of Nagpur Corporation, however, one exception has to be made to this general recommendation. We were given to understand that the Government of the old Madhya Pradesh had sanctioned a building grant to the Corporation as part of its scheme of compulsory education in 1955 and that this grant is payable at 50 per cent. of the estimated or actual expenditure on the construction of buildings included in the scheme and the liability of the State Government in this respect is estimated at Rs. 6,50,000. A part of this grant-in-aid has already been paid and the Corporation now claims that the balance of the promised grant should also be paid to it. *It was not possible for us to see the papers of the case. But we recommend that whatever the commitment of the old Madhya Pradesh Government may have been, it should be honoured now, and that the proposal made by us in the preceding paragraph should apply only to buildings not included in the compulsory scheme of 1955.*

9. We have already stated that the grants-in-aid to local bodies on account of primary education should be statutory. All our preceding recommendations on the subject of grant-in-aid to the

Nagpur Corporation may, therefore, be summed up in a comprehensive recommendation to the effect that a section on the following lines be introduced in the City of Nagpur Corporation Act, 1948 :—

The Corporation shall be entitled to receive from the State Government an annual grant-in-aid equal to 40 per cent. of its total recurring expenditure on primary education during the preceding year :

Provided, however, that the amount of such grant-in-aid shall not exceed two thirds of the cost per pupil in primary schools in rural areas in the preceding year multiplied by the total number of pupils enrolled in municipal schools during the same year.

Explanation.—The annual instalment for the repayment of loans raised by the Corporation for the construction of primary school buildings shall be deemed to be a part of the recurring expenditure on primary education.

Nothing in this section shall be deemed to affect the claim of the Corporation to any non-recurring grant-in-aid sanctioned in the compulsory education scheme of 1955”

10. Before turning to the next subject, we would like to discuss two special problems of primary education in the City of Nagpur. We found that the Corporation has done a very good job of expanding and improving primary education in its area. The following table shows the development of primary education in Nagpur from 1953-54 to 31st July 1958 :—

TABLE No. VII (2).
Development of Primary Education in Nagpur (Municipal Schools).

Year.	No. of Schools for			No of Teachers.			No. of pupils.			Percentage of pupils in the age-group of 6-11 actually enrolled.		
	Boys.	Girls.	Total.	Men.	Women.	Total.	Boys.	Girls.	Total.	Boys.	Girls.	Total.
1	2	3	4	5	6	7	8	9	10	11	12	13
1953-54	..	76	41	117	525	215	740	19,702	10,331	30,033	....	....
1954-55	..	79	41	120	578	244	822	19,648	11,297	30,945	....	....
1955-56	..	92	42	134	757	327	1,084	23,915	17,004	40,919	....	....
1956-57	..	103	45	148	748	459	1,207	24,559	19,235	43,794	67	52
1957-58	..	109	53	162	828	534	1,362	24,813	20,296	45,109	67	55
1958-59 (as on 31st July 1958.)	110	56	166	836	538	1,374	26,577	22,414	48,991	72	61	67

N. B.—(1) Primary Schools include only Standards I-IV.

(2) Besides the children attending municipal schools as shown above, there are 13009 pupils enrolled in private primary schools which are directly aided by Government.

It will be seen from the above table that the number of municipal primary schools in Nagpur has increased from 117 to 166. The number of primary teachers has increased from 740 to 1374. The total number of pupils in municipal primary schools has increased from 30033 to 48991 that the boys increasing from 19702 to 26577 and that the girls increasing from 10331 to 22414. The municipal primary schools alone provide educational facilities for about 67 per cent. of the total population of children in the age-group of 6-11. Besides this, there are a large number of private schools which enrolled 13009 children on 31st July 1958, and thus provided educational facilities to about 18 per cent. of the total number of children in the same age-group. All told, therefore, it may be said that about 85 per cent. of the children in the age-group of 6-11 are already attending primary schools in Nagpur City. This is a record which compares very well with the progress of education in other Corporations.

In spite of this good progress shown in recent years, however, primary education in Nagpur needs a thorough overhaul, especially in view of the large changes that will follow in the wake of integration. The primary course in Vidarbha now covers a period of four years only. This will have to be increased to seven and, sooner or later, the Corporation of Nagpur will have to assume responsibility for middle school education also, as the Corporations of Bombay, Ahmedabad and Poona have already done. The supervising machinery of the Corporation has to be strengthened. The new administrative pattern that we have proposed has to be established and properly developed. The Corporation has also to take over the supervision over the private primary schools within its area. In view of all these problems, we suggest that it would be in the interest of primary education if the Corporation of Nagpur were to appoint a Committee or consult an expert on the subject and prepare a comprehensive development plan for the re-organisation, expansion and improvement of primary education within its area. It will be recalled that the Bombay Corporation appointed Shri R. V. Parulekar as a Special Officer to report on the improvement of primary education within its area and that it was on the basis of the valuable and comprehensive report submitted by Shri R. V. Parulekar that the Corporation requested Government to take action on certain lines. It was this request that ultimately led to the amendment of the Corporation Act in 1950. We feel that the Corporation of Nagpur also would be well advised to take action on similar lines.

We would have been very happy to study this problem of primary education in Nagpur City in detail and make a comprehensive report on the subject. But we could not do so mainly owing to the fact that we did not have the time for such a detailed study.

Besides, we also felt that our terms of reference broadly confined us to a re-consideration of the relationship between local bodies and Government and that they would not permit the discussion of the internal problems of individual local bodies. We have, therefore, decided to bring this point to the notice of the Corporation so that the Corporation itself may decide to take such action thereon as it might deem expedient.

Incidentally we would like to state here that representations were made to us to the effect that the condition of primary teachers working in private schools in the City of Nagpur is far from happy. Their remuneration is very low and the existing law does not guarantee any minimum emoluments; they have hardly any security of tenure; and they do not get a fair chance for admission to training institutions. It was also urged that a fairly large number of these institutions are proprietary in character. We had no time to examine the details of this problem. We, therefore, suggest that the Corporation should take up this matter for investigation when the supervision over the private primary schools within its area is transferred to it. The recommendation made by us in paragraph 45 of Chapter VI would be helpful in this context.

11. We would like to state here that we have discussed all the above problems with the representatives of the Nagpur Corporation and we feel that a reform of the existing system of primary education in Nagpur on the board principles recommended by us would be welcome to the Corporation.

Section B.

PRIMARY EDUCATION UNDER THE CORPORATION OF AHMEDABAD.

12. In the area of the old Bombay State we now have two more Corporations—Ahmedabad and Poona. They began as municipalities more than hundred years ago, but were constituted as Corporations only very recently under the Bombay Provincial Municipal Corporations Act, 1949 (Act No. LIX of 1949). There are several administrative problems common to both these Corporations. In this section, therefore, we shall deal with all the common problems of Ahmedabad and Poona and also with the special problems of Ahmedabad. Only the special problems of Poona will be discussed in the next section.

13. *Historical Survey.*—It is necessary to describe the existing system of the administration of primary education under both these Corporations before we discuss the proposals for reform. The municipalities of Ahmedabad and Poona were given the authority to manage the primary schools within their areas as early as 1884 when all the municipalities in the State (except the Corporation of Bombay) were similarly authorised. Their association

with primary education is, therefore, even older than that of Bombay Corporation. Under the Bombay Primary Education Act, 1923, it was decided that only the bigger municipalities should continue to administer primary education with their areas (these were called Local Authority Municipalities) and that the smaller municipalities should be relieved of this responsibility which had been thrust upon them in 1884 (these were now called Non-Local Authority Municipalities). Under this system, the municipalities of Ahmedabad and Poona were both classified as "local authority municipalities" and continued to administer primary education within their areas. Then came the Bombay Primary Education Act, 1947, which reduced the number of municipalities authorised to administer primary education within their areas still further (these were then called Authorised Municipalities); but even under this arrangement, both these municipalities continued to administer primary education within their areas and were now styled as "Authorised Municipalities". This status which they held under the Bombay Primary Education Act, 1947, continues even today in spite of the fact that they have been recently constituted as Corporations, (*Vide* Section 4 (2) of the Bombay Provincial Municipal Corporations Act, 1949). In other words, we have a rather anomalous position in respect of these two local bodies. Their status under the Local Self-Government Acts is that of a Corporation and they are, therefore, in the same class as the Bombay Municipal Corporation. But in so far as primary education is concerned, they still continue to be governed by the Bombay Primary Education Act, 1947, and, therefore, their status in this respect differs fundamentally from that of the Bombay Corporation and is at par with that of a Municipal Boroughs constituted under the Bombay Municipal Boroughs Act, 1925.

14. Each of these municipalities elects a School Board in accordance with the provisions of the Bombay Primary Education Act, 1947, and this Board carries on the administration of primary education in accordance with the above Act and the rules made thereunder. The administration of primary education, is, therefore, under the general supervision of the Corporation, but it is not placed directly under the Commissioner as in Bombay. In fact, the administration of primary education in Ahmedabad and Poona at present is exactly similar to that in Bombay City prior to 1950.

15. The Bombay Provincial Municipal Corporations Act, 1949, does not provide for the appointment of an Education Officer to supervise the administration of primary education within the areas of the Corporation. But under the provisions of the Bombay Primary Education Act, 1947, which applies to these Corporations, this duty is entrusted to an Administrative Officer appointed under section 21 of the Act. All Administrative Officers are the servants of the State

Government. Unlike the other Authorised Municipalities, however, these two Corporations have been given the authority to appoint Administrative Officers of their School Boards under section 4 (2) of the Bombay Provincial Municipal Corporations Act, 1949. The Ahmedabad Corporation has exercised this authority but the Corporation of Poona has obtained the services of a Government Officer on loan for the purpose.

16. The history of the State grant-in-aid to both these Corporations can be briefly told. In 1884, they were placed on a basis of contract grants. The amount of grant-in-aid was to be fixed as a contract between the municipality and the State Government for a definite period of years and was not to exceed one-third of the approved expenditure. The original idea was that these contracts should be renewed every five years; but that never materialised in practice and the actual renewal of contracts was far too infrequent. In 1903, the rate of grant-in-aid was increased to 50 per cent. of the approved expenditure but the system of contract grants was continued. In 1918, the system of contract grants was given up and grants-in-aid for any given year were fixed on the basis of the approved expenditure on primary education during the preceding year. This basis was confirmed by the Primary Education Act, 1923, and continued to be in force until the Kale Committee recommended the payment of smaller grants to richer municipalities. Accordingly, the rate of grant-in-aid for the Ahmedabad Municipality was reduced to 25 per cent. of the total approved expenditure and that for Poona Municipality to 33 1/3 per cent. of the total approved expenditure. There was a good deal of agitation against this reduction and hence under the Bombay Primary Education Act, 1947, this position was slightly improved and both these municipalities were given a statutory grant-in-aid of 50 per cent. on the additional expenditure incurred on approved schemes of compulsory education. The basis continues to be in force even to-day.

17. *Amendments to the Bombay Provincial Municipal Corporations Act, 1949.*—In keeping with our fundamental proposal that a uniform pattern for the administration of primary education be evolved for all the Corporations in the State, we recommend that early steps should be taken to amend the Bombay Provincial Municipal Corporations Act, 1949, on the following lines :—

(1) A Section similar to section 39 of the Bombay Municipal Corporation Act, 1888, will have to be introduced and authority will have to be given to these Corporations to constitute Consultative Committees for Primary Education, if and when necessary.

(2) Sections similar to Sections 50H to 50S of the Bombay Municipal Corporation Act, 1888, will have to be introduced and a statutory Education Committee will have to be created.

(3) The statutory post of an Education Officer will also have to be created by introducing a Section similar to section 76A of the Bombay Municipal Corporations Act, 1888.

(4) The power to sanction the schedule of staff required for primary education (subject to the exception that the prior approval of Government should be obtained for all proposals affecting the emolument of primary teachers) will also have to be given to these Corporations by introducing a section similar to section 79(1A) of the Bombay Municipal Corporations Act, 1888.

(5) General powers of control will have to be reserved to the State Government by introducing sections similar to sections 62BB and 62C of the Bombay Municipal Corporation Act, 1888.

(6) Minimum contributions of these Corporations to the educational budget will also have to be prescribed by introducing sections similar to sections 126C and 126D of the Bombay Municipal Corporation Act, 1888.

(7) Authority to levy an educational cess will also have to be vested in these Corporations by introducing sections similar to sections 195E and 195F of the Bombay Municipal Corporation Act, 1888.

If the above recommendations are carried out, the pattern of the administration of primary education under the Corporations of Ahmedabad and Poona will be exactly similar to that in Bombay City. Obviously, when these amendments are carried out, the Bombay Primary Education Act, 1947, will also have to be simultaneously amended and both these Corporations will have to be exempted from its provisions.

18. *Grant-in-aid to the Corporation of Ahmedabad.*—We have already made it clear that our proposal to create a uniform pattern for the administration of primary education in all the Corporations in the State does not imply that the State grant-in-aid to all the Corporations in the State is to be identical. It is necessary to make some variations in the rate of State grant-in-aid to them on the basis of their financial capacities and we have already recommended a grant-in-aid at 40 per cent. of its total expenditure on primary education of Nagpur Corporation. We shall now proceed to discuss the grant-in-aid to Ahmedabad Corporation on merits. The existing position in this respect is as follows :—

(a) The Ahmedabad Corporation gets two separate grants on account of primary education. The first of these is the *voluntary education grant* which is being paid at 25 per cent. of its approved expenditure on voluntary primary education. The second is the *compulsory education grant* which is being paid at 50 per cent. of

the approved expenditure on compulsory primary education. The existence of these two separate grants creates difficulties and complications of accounts and there is a need of amalgamating these two grants into one.

(b) A good deal of expenditure is disallowed for purposes of grant in Ahmedabad. In fact, it would be correct to say that the proportion of expenditure disallowed for purposes of grant is the highest in Ahmedabad. The following table shows the total expenditure incurred on primary education by the Ahmedabad Corporation since 1951-52 and the expenditure disallowed for purposes of grant :—

TABLE No. VII (3).

Expenditure Disallowed for Government grant in Ahmedabad.

Year.				Total expenditure incurred on primary education during the year.	Total expenditure not admitted for purposes of grant.	Percentage of expenditure disallowed to total expenditure.
1				2	3	4
1951-52	...	..	..	28,16,929	3,73,558	13.2
1952-53	..	..	..	28,93,658	4,05,127	14.0
1953-54	..	..	..	29,37,212	4,34,987	14.8
1954-55	..	..	..	31,08,609	4,80,101	15.4
1955-56	..	..	..	31,90,145	4,54,864	14.2

N.B.—The latest statistics available are for 1955-56 only, as the Audit Note for 1956-57 is not yet received.

It will be seen from the above table that the proportion of expenditure disallowed for purposes of grant is very high. The consequences of this difficulty are that the actual rate of grant-in-aid paid to the Ahmedabad Corporation is even lower than that to the Bombay Corporation although the official rate of grant-in-aid is much higher in the case of Ahmedabad than in the case of Bombay.

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A closer examination of the expenditure disallowed for purposes of grant can be had from the following table :—

[TABLE No. VII (4).

Details of Expenditure Disallowed for Grant in Ahmedabad.

Serial No.	Item of Expenditure.	1951-52	1952-53	1953-54	1954-55	1955-56.
1	Pay and allowances of Teachers.	1,26,829	1,29,016	1,70,510	1,41,948	1,32,534
2	Pay and allowances of Tedagars and Paggis.	1,47,569	1,51,313	1,50,875	1,49,799	1,51,495
3	Rent, rates and taxes for schools.	4,664	5,488	4,188	30,461	22,941
4	Administrative charges ..	16,220	22,894	18,868	22,108	28,759
5	Miscellaneous ..	78,236	96,416	90,546	1,37,785	1,19,135
		3,73,558	4,05,127	4,34,987	4,80,101	4,54,864

It will be seen from the above table that the main items of expenditure disallowed for purposes of grants in Ahmedabad are the follows :—

(a) *Pay and Allowances of Teachers.*—Education in Ahmedabad City is expanding very rapidly every year, owing mainly to an increase of population. A large number of additional teachers has, therefore, to be employed every year. Sanctions of Government for the creation of additional posts are not obtained in time and sometimes they are withheld purely on grounds of finance. In some cases, the Corporation itself is in the wrong because it does not submit the required data in respect of its proposals for increase of staff in good time. For these and other reasons, a very large part of the expenditure on salaries and allowances of teaching staff is annually disallowed for purposes of grant.

(b) *Pay and Allowances of Tedagars and Paggies.*—Only the servants appointed in the year prior to the transfer of control of primary education to the municipality are approved for purposes of grant. Owing to expansion of education, the number of posts in this category has increased very largely. But Government has

withheld its sanction to the additional posts and hence a good deal of expenditure under this head gets disallowed for purposes of grants every year.

(c) *Rents, Rates and Taxes for Schools*.—According to the existing rules, an annual increase of 5 per cent. only is permitted in rents, rates and taxes for school buildings and an additional expenditure is disallowed for purposes of grant. In Ahmedabad (and this happens also in almost all the authorised municipalities) the expenditure on rents increases very rapidly on account of three reasons, viz :—

- (i) Increase in enrolment which leads to the hire of additional buildings ;
- (ii) Increase of rents even in the case of existing buildings ; and
- (iii) The construction of new buildings by the Corporation for which rent is charged because no grant-in-aid is being paid by Government.

This item, therefore, also forms a major part of the expenditure disallowed for purposes of grant.

(d) *Administrative Charges*.—The Ahmedabad Corporation has appointed a fairly large supervisory and clerical staff to cope up with the day to-day work of administration. A good deal of this staff has not yet been sanctioned by Government. Consequently certain administrative charges form another important item of expenditure disallowed for purposes of grant.

(e) The other main items that are disallowed for purposes of grant are (1) furniture and equipment, (2) maintenance of a bus for the School Board, (3) medical inspection, and (4) conservancy charges.

We do not propose to discuss the details of this procedure of admitting or not admitting a particular item for purposes of grant-in-aid on account of two reasons. Firstly, we have been informed that Government has admitted the justice of the contentions of the Corporation in this respect and that a total expenditure of Rs. 3,09,778 has already been approved administratively for purposes of grant and that the matter is now awaiting final and financial sanction. Secondly, we propose to recommend that the system of grant-in-aid which we have suggested earlier for the Bombay Corporation (which does not involve the concept of approved expenditure) should be extended to Ahmedabad also. We would, therefore, conclude this discussion by placing our conviction on record that the grant-in-aid actually paid to the Ahmedabad Corporation would have been much larger during the (G.C.P.) L-A Na 2012—13a

last few years if the expenditure incurred by the Corporation on primary education would have been properly admitted for purpose of grant.

19. On the same principles that we adopted in the case of the Nagpur Corporation, *we recommend that the system of grant-in-aid to the Ahmedabad Corporation also should be modified on the following lines :—*

(1) *The existing distinction between the grant-in-aid for voluntary education and that for compulsory education should be done away with and the Ahmedabad Corporation should be given a single general purposes grant on the basis of its consolidated total expenditure on primary education, both on voluntary and compulsory basis.*

(2) The rate of grant-in-aid fixed for the Corporation of Bombay is 25 per cent. Ahmedabad is not so rich as Bombay and, therefore, the rate of grant-in-aid to be fixed for it will have to be higher than 25 per cent. Secondly, the Ahmedabad Corporation is now entitled to a grant-in-aid of 25 per cent. on voluntary education and 60 per cent. on compulsory education. Even from this point of view, therefore, it is necessary to fix the rate of the consolidated grant at a figure which would be in excess of 25 per cent.

The following table shows the total expenditure incurred by the Corporation on primary education and the Government grant actually paid to it between 1945-46 and 1957-58 :—

TABLE No. VII (5).
Expenditure incurred by the Ahmedabad Corporation and
Government Grant received thereon.

Year.	Total expenditure.	Expenditure admitted for Government grant.	Expenditure not admitted for Government grant.	Government grant received.	Percentage of Govern- ment grant to total expenditure.	Remarks.
1	2	3	4	5	6	7
	Rs.	Rs.	Rs.	Rs.		
1945-46	14,44,203	11,54,649	2,89,554	3,10,000	21.46	
1946-47	18,46,729	13,92,549	4,54,180	6,07,226	32.88	
1947-48	19,74,634	15,93,939	3,80,695	5,94,512	30.11	
1948-49	24,95,520	19,30,742	5,64,778	5,65,790	22.70	Compulsory Primary Education introduced since 1948-49.
1949-50	28,03,010	24,02,240	4,00,770	8,97,968	32.00	
1950-51	28,30,297	24,00,834	4,29,463	7,47,307	26.40	
1951-52	28,16,829	24,43,271	3,73,558	2,96,077	10.51	
1952-53	28,93,658	24,88,531	4,05,127	5,86,616	20.27	
1953-54	29,37,212	25,02,225	4,34,987	5,79,798	19.74	
1954-55	31,08,609	26,28,505	4,80,104	6,45,097	20.75	
1955-56	31,90,145	27,35,281	4,54,864	6,60,648	20.71	
1956-57	33,91,600	Audit note not yet received		9,30,655	27.44	The grant received is provisional and when final adjustments are made it will be reduced and then the percentage will be 20 or 21.
1957-58	38,41,881	Audit not yet held.		10,37,308	27.00	
Total	3,55,74,327	....	....	84,59,002	23.70	

It will be seen from the above table that the average grant was paid to the Corporation between 1946-47 and 1957-58 works out at 23·7 per cent. only. If due allowance is made for the expenditure that is now admitted for purposes of grant, the rate of the State grant-in-aid paid to the Corporation will be about 27 per cent. of its total expenditure. In view of all these considerations, therefore, we recommend that the rate of grant-in-aid to the Ahmedabad Corporation should be fixed at 30 per cent. of its total expenditure on primary education.

(3) The Ahmedabad Corporation is raising loans on a fairly large scale for the construction of primary school buildings. As in the case of the Bombay and Nagpur Corporations, we recommend that the Ahmedabad Corporation also should be assisted in its programme of constructing new buildings for primary schools and that the annual repayment instalments on account of the loans raised by it for this purpose should be treated as recurring expenditure on primary education and assisted by a grant-in-aid of 30 per cent.

20. To sum up, we propose that a section on the following lines should be introduced in the Bombay Provincial Municipal Corporations Act, 1949, to regulate State grant-in-aid on account of primary education to Corporations established under the Act :—

“Every Corporation constituted under this Act shall be entitled to receive from the State Government an annual grant-in-aid at such per cent. of its total recurring expenditure on primary education during the preceding year as the State Government may prescribe in this behalf :

Provided, however, that the amount of such grant-in-aid shall not exceed two-thirds of the cost per pupil in primary schools in rural areas in the preceding year multiplied by the total number of pupils enrolled in municipal schools during the same year.

Explanation.—The annual instalment for the repayment of loans raised by a Corporation for the construction of primary school buildings shall be deemed to be a part of the recurring expenditure on primary education ”.

Under this section Government should issue a rule to the effect that the grant-in-aid to the Ahmedabad Corporation would be at 30 per cent. of its total expenditure on primary education.

21. *Private Primary Schools.*—Before we close this discussion, it is necessary to place on record a peculiar problem in Ahmedabad City to which our attention was drawn in the course of our tour. It appears that the Ahmedabad Corporation does not give any grant-in-aid to private primary schools which charge fees and there is

a very large number of private primary schools in Ahmedabad which are recognised but unaided. It is true that no grant-in-aid can be paid to a school which charges heavy fees or which meets all its expenditure from fees and other sources. In spite of this general principle, however, it seems rather harsh to refuse grant-in-aid to all schools that charge fees. *Prima facie*, we feel that there is a case for the reconsideration of the entire policy of the Corporation towards private enterprise. This is, however, a local problem which should be solved satisfactorily by common consultation between the interests concerned. In the city of Bombay, we have already recommended that a Consultative Committee should be set up under Section 39 of the Bombay Municipal Corporation Act, 1888, to enquire into and report upon the problem of private primary schools. On the same lines, we would recommend that the Corporation of Ahmedabad should also set up, in consultation with Government, a small committee consisting of (a) representatives of the Corporation, (b) representatives of Government, (c) representatives of the private primary schools and (d) some educational experts to enquire into and report upon the existing position of private primary schools in Ahmedabad, the manner and extent of the financial assistance to be given to them and the manner in which their standard of education could be improved and their difficulties about accommodation and other matters could be solved. We feel that the problem would be satisfactorily solved in the near future, if the Corporation were to take action on the above lines and prepare its own Grant-in-Aid Code for financial assistance to private primary schools within its area.

22. We have discussed these proposals broadly with the representatives of the Ahmedabad Corporation. We feel that reforms on the lines suggested above would be welcomed by the Corporation. It is our considered opinion that the present system under which a rich and a rapidly growing Corporation like Ahmedabad is classified as an Authorised Municipality is fundamentally unsound and that the existing difficulties in the administration of primary education in the City would never be satisfactorily solved unless the Bombay pattern of administration is extended to Ahmedabad also. This view was largely supported by several witnesses from Gujrat who discussed the problem with us and we, therefore, strongly urge upon Government to take the necessary steps in this direction as early as possible.

Section C.

PRIMARY EDUCATION UNDER THE CORPORATION OF POONA.

23. The City of Poona is a Corporation constituted under the Bombay Provincial Municipal Corporations Act, 1949. The brief

history of its association with the administration of primary education within its area has already been narrated in paragraphs 13-16. Our fundamental recommendation that the pattern of administration evolved in the City of Bombay should be extended to all the Corporations in the State will also be complied with when the Bombay Provincial Municipal Corporations Act, 1949 would be amended as indicated in paragraph 17. We have, therefore, to discuss here two problems only : (1) the grant-in-aid to the Corporation of Poona on account of Primary Education, and (2) the problems of private primary schools in Poona City.

24. *Grant-in-aid to the Poona Corporation on account of Primary Education.*—As stated already in paragraph 16, the Poona Corporation now gets two grants for primary education a voluntary education grant calculated at 33 1/3 per cent. of its approved expenditure and a compulsory education grant calculated at 50 per cent. of its approved expenditure. While dealing with a similar problem in the Corporation of Ahmedabad, we have recommended already that these two separate grants should be amalgamated into one general purposes grant. We now recommend that the same principle should be accepted in the case of the Poona Corporation also.

The following table shows the total expenditure incurred by the Poona Corporation on primary education and the total grant paid to it from the State revenues during the last twelve years :—

TABLE No. VII (7).

Expenditure incurred by the Poona Corporation on Primary Education and the Government grant received thereon.

Year.	Total expenditure on primary education.	Total Government grant received.	Percentage of Government grant to total expenditure on primary education.	Remarks.
	Rs.	Rs.	Rs.	
1948-49 ...	10,92,193	4,69,425	42·9	
1949-50 ...	12,50,905	4,68,942	37·5	
1950-51 ...	13,97,635	5,00,131	35·8	
1951-52 ...	14,14,765	5,80,457	41·0	
1952-53 ...	14,75,708	5,71,718	38·7	
1953-54 ...	15,34,545	5,86,664	38·2	
1954-55 ...	15,63,227	4,06,680	39·0	
1955-56 ...	16,73,301	6,16,045	36·8	
1956-57 ...	17,54,627	7,15,108	40·8	
1957-58 ...	18,12,138	6,74,727	37·2	
Total ...	1,49,69,044	55,89,897	37·3	

In view of these grants-in-aid actually received in the past, we propose that the consolidated grant-in-aid to the Corporation of Poona should be calculated at 40 per cent. of its total expenditure on primary education.

We have already recommended in paragraph 20 that a section should be introduced in the Bombay Provincial Municipal Corporations Act, 1949, to regulate the State grant-in-aid on account of primary education to Corporations established under the Act. We suggest that a rule under this section should be issued to the effect that the grant-in-aid to the Poona Corporation should be at 40 per cent. of its total expenditure on primary education. This will provide the necessary statutory basis for the grant-in-aid to this Corporation.

The Poona Corporation also has undertaken a fairly comprehensive loan programme for the construction of school buildings. We recommend that this programme should be assisted by Government and that the annual repayment instalment for the loans raised by the Corporation for the construction of primary school buildings should be treated as recurring expenditure on primary education and aided at 40 per cent. of its amount.

25. *Private Primary Schools in the City of Poona.*—The private primary schools play a very important role in providing facilities for primary education in the City of Poona and they need every encouragement. We received several representations from these institutions pointing out that the existing rates of grant-in-aid are very inadequate and that they have to be substantially increased. As things stand at present, the Corporation of Poona gives grant-in-aid to private primary schools according to Bombay Primary Education Rules, 1949. These rules are made for the State as a whole and we feel that they do not meet the requirements of the situation in big cities like Poona. We have already recommended that each Corporation should prepare its own grant-in-aid Code in view of local conditions and should get it approved by Government. The Bombay Corporation has already a Code of its own. We have suggested that the Corporations of Nagpur and Ahmedabad should also take early steps to frame their own grant-in-aid Codes for private primary schools. In Poona also we would make the same recommendation. We suggest that the Corporation of Poona should set up a Committee consisting of (a) the representations of the Corporation, (b) representations of Government, (c) the representations of private primary schools, and (d) some educational experts. This Committee should be requested to advise the Corporation on the preparation of a new grant-in-aid Code for private primary schools within the area of the Corporation and, on the recommendation made

by the Committee, a new grant-in-aid Code should be framed with the approval of Government and introduced in the area of the Corporation as early as possible.

26. *Financial Implications.*—With respect to Nagpur Corporation, it was not possible for us to estimate the additional financial liability involved. There will be an additional financial liability on account of two factors : (a) the new scales of pay introduced by the Corporation and (b) the actual increase of the rate of grant-in-aid from 37 to 40 per cent. On the other hand, this will be set off, to some extent, by two other factors : (1) Government is now paying additional grant on Dearness Allowance to primary teachers on a hundred per cent. basis. This would be reduced to 40 per cent. only in future ; and (2) Government is now bearing the expenditure on grant-in-aid to private primary schools within the area of the Municipal Corporation on a hundred per cent. basis. This liability also would be reduced to 40 per cent. When both these factors are taken into consideration the total liability on account of the increased grant-in-aid to Nagpur Corporation can be worked out.

27. In respect of the corporations of Ahmedabad and Poona there would be additional financial liability to Government on account of the increase in the rate of grant-in-aid and the grant of approval to all the expenditure which is not approved at present. These have been estimated at Rs. 1,18,400 and Rs. 45,000 respectively.

CHAPTER VIII.

ADMINISTRATION OF PRIMARY EDUCATION UNDER THE AUTHORISED MUNICIPALITIES.

PRINCIPLES OF CLASSIFICATION.

1. *Authorised and Non-authorised Municipalities.*—In the area of the old Bombay State, all municipalities (other than the Corporations) are divided into two groups—the Authorised Municipalities and the Non-authorised Municipalities. Under section 16 (1) of the Bombay Primary Education Act, 1947, the State Government may authorise any municipality constituted under the Bombay District Municipal Act, 1901, or under the Bombay Municipal Boroughs Act, 1925, to control all approved schools within its area. If it does so, the municipality becomes an “Authorised Municipality” and is thereupon empowered to administer primary education within its area in accordance with the provisions of the Bombay Primary Education Act, 1947, and rules made thereunder. All other municipalities are called “Non-authorised Municipalities”. They have no control over the approved schools in their areas because their administration is entrusted to the school board of the district in which they are situated. But their financial responsibility is also limited to the payment of a comparatively small contribution levied under section 41 (2) of the Bombay Primary Education Act, 1947. Further, the State Government is also empowered under section 19 (2) of the Act, to convert an Authorised Municipality into a Non-authorised Municipality or, under section 19 (3) of the Act, to convert any Non-authorised Municipality into an Authorised Municipality.

2. According to the latest statistics available, the total number of municipalities in the area of the old Bombay State is 181* and of these, only 17 are Authorised Municipalities. The following table shows the number and population of the Authorised and Non-authorised Municipalities according to Districts :—

* Of these, information of about 172 municipalities only was received by the Committee.

TABLE NO. VIII (1).
*Number and population of Authorised and Non-authorised
 Municipalities (Area of the old Bombay State).*

Serial No.	District.	Total population of the District (1951).	Number of Municipalities.		Population of Municipalities.		Percentage of population to total population of District.				
			Authorised.	Non-authorised.	Authorised.	Non-authorised.	Authorised.	Non-authorised.	Total.	Authorised.	Non-authorised.
1	2	3	4	5	6	7	8	9	10	11	12
1	Greater Bombay	.. 3,016,645	..	..	..	....	....	....	..	..	..
2	Ahmedabad	.. 1,707,881	1	6	7	788,310	86,401	874,711	46	5	51
3	Amreli	.. 317,309	..	5	5	....	52,655	52,655	..	16	16
4	Banaskantha	.. 697,502	..	2	2	....	33,275	33,275	..	4	4
5	Baroda	.. 1,197,169	1	6	7	210,831	72,600	283,431	17	6	23
6	Broach	.. 708,871	1	3	4	62,997	46,950	109,947	8	6	15
7	Kaira	.. 1,634,476	1	14	15	62,704	232,812	295,516	3	14	18
8	Mehsana	.. 1,474,430	..	14	14	....	243,478	243,478	..	16	16
9	Panch mahals	.. 1,150,448	1	4	5	40,455	55,861	96,316	3	4	8
10	Sabarkantha	.. 686,381	..	4	4	....	37,966	37,966	..	5	5
11	Surat	.. 1,834,567	1	7	8	222,908	126,954	349,862	12	6	19

12 Ahmednagar ..	..	1,430,769	1	3	4	88,971	88,971	133,652	6	3	9
13 Dangs ..	..	47,377	..	..	..	....	....	....	..	..	..
14 East Khandesh ..	..	1,471,501	2	11	13	113,109	224,789	337,898	7	15	22
15 Kolaba ..	..	909,083	..	9	9	....	80,314	80,314	..	8	8
16 Kolhapur ..	..	1,308,760	1	9	10	136,835	81,278	218,113	10	6	16
17 Nasik ..	..	1,444,389	2	9	11	157,298	124,716	282,014	10	8	19
18 Poona ..	..	1,956,905	1	11	12	480,982	93,846	574,828	24	4	29
19 Ratnagiri ..	..	1,764,427	..	7	7	....	101,445	101,445	..	5	5
20 Satara North ..	..	1,196,183	1	8	9	37,521	84,481	122,002	3	7	11
21 Satara South ..	..	1,040,449	..	6	6	....	145,090	145,090	..	13	13
22 Sholapur ..	..	1,525,057	2	7	9	307,969	97,768	405,737	20	6	26
23 Thana ..	..	1,362,876	..	5	5	....	157,630	157,630	..	11	11
24 West Khandesh ..	..	1,146,784	1	5	6	76,868	82,182	159,050	6	7	13
Grant Total ..	..	31,030,239	17	155	172	2,787,758	2,307,172	5,094,930	8.9	7.4	16.4

3. *Historical.*—[With the exception of the City of Bombay whose origin goes back to the eighteenth century, municipalities began to be established in the area of the old Bombay State soon after the Indian Municipalities Act was passed in 1850.] Several of these municipalities have, therefore, completed the first hundred years of their existence already and most of them have reached a fairly high level of administrative efficiency. [They are divided into two groups. The bigger municipalities are at present constituted under the Bombay Municipal Boroughs Act, 1925, and the smaller municipalities are constituted under the Bombay District Municipal Act, 1901. It is not necessary to describe here the various differences between the municipal boroughs and the district municipalities. It would be enough for our purpose to say that the municipal boroughs have wider powers and a greater measure of autonomy than the district municipalities. Moreover, their financial resources are comparatively larger and their administration is generally more efficient.]

4. [Although the municipalities began to be established as early as 1850, they were not associated with the administration of primary education for a long time. The Education Department directly administered all primary education within municipal areas and the municipalities were merely permitted, since 1865, to make such contribution towards the expenditure on primary education within their areas as they may deem expedient. Naturally the municipalities made very small contributions which were quite out of proportion to the expenditure actually incurred in their areas on primary education. The Indian Education Commission, therefore, recommended that each municipality should be authorised to administer the primary schools within its area and that it should be given a grant-in-aid which should not ordinarily exceed one-third of its total expenditure on primary education. This recommendation was accepted and in 1884, all municipalities were converted, so to say into "Authorised Municipalities". In 1903, the rate of grant-in-aid from Government was increased to 50 per cent. of the approved expenditure but the old system of treating all municipalities alike was continued unchanged.]

5. [During the first World War the cost of living increased very considerably and led to a steep rise in the remuneration of primary teachers. Besides, the number of pupils attending the urban primary schools also increased very largely owing partly to the increase of population and partly to the awakening of popular desire for education. The municipal revenues, however, did not increase in proportion, especially in the smaller towns and hence most of the smaller municipalities, found it increasingly difficult to bear their share of the expenditure on primary education. It was, therefore, decided under the provisions of the Bombay Primary Education

Act, 1923, to divide all municipalities into two groups. The first group consisted of the bigger and the richer municipalities which were now called "Local Authority Municipalities". Their powers and responsibilities in respect of primary education were left undisturbed, that is to say they continued to administer the primary schools in their areas and were given a grant-in-aid from State funds at 50 per cent. of their total approved expenditure on primary education. The remaining municipalities were called "Non-local Authority Municipalities". They were deprived of their earlier powers and the administration of the primary schools within their areas was entrusted to the District School Boards concerned, and their financial burden was considerably reduced.]

6. [The Bombay Primary Education Act, 1923, therefore, was the first enactment to divide municipalities into two groups in respect of primary education and to fix different rates of grant-in-aid for each group. It did not, however, prescribe any definite basis for the classification of a municipality as "Local Authority" or "Non-local Authority". This matter was left for Government to decide by executive orders given in its discretion. In practice, however, the following conditions were prescribed for the classification of a municipality as a local authority :—

- (a) The population within the limits of the municipality should be not less than 35,000 ;
- (b) The total expenditure of the municipality on primary education should be not less than Rs. 50,000 ; and
- (c) The administration of the municipality should, in general, be efficient.

The proposal to classify a municipality as a local authority often originated with the municipality itself and sometimes from the Education Inspectors. Before taking a final decision, however, Government consulted the Collectors and Commissioners and also gave an opportunity to the municipality concerned to state its views on the subject. But the final decision rested with Government. This procedure and principles have continued unchanged to this date.]

7. [The Bombay Primary Education Act, 1947, introduced two major changes. In the first place, it changed the old nomenclature. The local authority municipalities were now called "Authorised Municipalities" and the non-local authority municipalities were designated as "Non-authorised Municipalities". Secondly, the number of authorised municipalities was reduced still further and some of the local authority municipalities which were not in a position to bear 50 per cent. of the expenditure on primary education incurred within their areas were converted into non-authorised municipalities.]

8. [The merger of a large number of the erstwhile Indian States in 1948 and 1949 complicated the above position very considerably. A large number of municipalities which existed in the old Indian States were now brought under the authority of the Government of Bombay; but it was not possible to bring them under the provisions of the Bombay Primary Education Act, 1947, at once. The laws which governed their administration varied from State to State. Some of them were as old as any other municipality in the Bombay State, while others were very recent in origin; the efficiency of their administration also showed immense variations; and their financial resources were not fully developed in most instances. A three-fold programme of reform was, therefore, taken up in respect of these municipalities. Firstly, they were all brought under the Bombay laws for Local-self Government and were reconstituted either under the Bombay Municipal Boroughs Act, 1925, or under the Bombay District Municipal Act, 1901, as the case may be. Secondly, their policies of taxation were revised and their financial resources were improved, partly through taxation and partly through the extension of Bombay system of grants-in-aid. Thirdly they were brought under the provisions of the Bombay Primary Education Act, 1947. Some of these municipalities were classified as authorised municipalities and were given control over the primary schools within their areas and a grant-in-aid of 50 per cent. of their approved expenditure on primary education. The others were classified as non-authorised municipalities and were required to pay a contribution under section 41(2) of the Act.* Unfortunately, however, this task of reform has neither been completed nor executed very satisfactorily. The contributions of several municipalities have not been fixed as yet and even their classification leaves much to be desired.]

9. It will be seen from the foregoing historical survey that the municipalities have been associated with the administration of primary education since 1884 and that they have been divided into two groups since 1923 for the purpose of administering primary education. The nomenclature of these groups as well as the rates of grant-in-aid given to them have changed from time to time; but the fundamental basis of classification has remained unaltered. That is to say, the bigger and richer municipalities have been empowered to administer primary education within their areas and have been required to bear a larger share of the expenditure while the smaller and poorer municipalities have been deprived of the powers of control but have been saddled only with a comparatively smaller portion of the cost of primary education. Obviously, the problems that face these two groups of municipalities are fundamentally different and it is necessary

* A reference to Chapter XII will show that we are recommending a similar programme in respect of municipalities in Sourashtra, Kutch and Marathwada which will be associated with the administration of primary education for the first time.

to discuss them separately. We, therefore, propose to discuss the problems connected with the administration of primary education under authorised municipalities in the course of this and the following two Chapters. The problems of the administration of primary education under the non-authorised municipalities will be dealt with in Chapter XI.

10. ✓ *Problems to be considered.*—In respect of the administration of primary education under the authorised municipalities, the following problems need consideration :—

(1) What should be the principles on which a municipality is classified as authorised or non-authorised ?

(2) What changes, if any, are needed in the existing classification of municipalities in the State as "Authorised" or "Non-authorised" ?

(3) What should be the composition of Municipal School Boards ?

(4) How and in what manner should the powers of the Municipal School Boards be increased or decreased ? and

(5) What are the difficulties experienced in the existing system of grant-in-aid to authorised municipalities, and how should these be remedied ?

The first two problems would be dealt with in this Chapter ; the next Chapter will deal with problems (3) and (4) ; and Chapter X will deal with problem (5).

11. *Principles of Classification.*—As stated above in paragraph 6, (the existing policy is to classify the municipality as authorised, if its population is more than 35000, if its expenditure on primary education exceeds Rs. 50,000 and if its administration is generally efficient) We feel that this basis is not satisfactory for several reasons. We therefore propose that the existing basis of classification should be revised on the following lines :—

(1) The existing principles of classification make an absolute division between the "Authorised" and "Non-authorised" municipalities. There can never be a magic figure of population or of expenditure on primary education above which a municipality shall be regarded as big and rich and below which it shall be regarded as small and poor. The classification of social organizations into two groups is not so easy and experience has shown that it is always desirable, in such cases, to divide the social organizations concerned into three groups instead of two—the first group to include all clear-cut cases of one type, the third group all clear-cut cases of the second type, and the inter-mediate group to contain all cases lying within the border-land between the clear-cut cases

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of the two types. If this general principle is accepted, we suggest that the following basis may be adopted for the classification of municipalities as Authorised and Non-authorised:—

(a) A municipality should necessarily be classified as Authorised if its population exceeds 25000 and if its total income (excluding Government grants) exceeds Rs. 5,00,000;

(b) A municipality should necessarily be classified as Non-authorised if its population is less than 15000 and if its total income (excluding Government grants) is less than Rs. 3,00,000; and

(c) When a municipality does not fall within any of these two clear-cut groups (i.e., when its population is more than 15000 but less than 25000 and/or when its income is less than Rs. 5 lakhs but more than Rs. 3 lakhs) its classification should be considered on merits.*

In so far as principle (a) is concerned, it will be seen that we have recommended four major changes in the existing basis of classification.

(1) The first of these is to reduce the limit of population for Authorised Municipalities from 35000 to 25000. During the last ten years, education has greatly expanded and the expenditure on primary education as well as the general revenues of the municipalities have also increased very considerably during this period. Consequently, the general position regarding the number of pupils in primary schools or the expenditure on primary education in municipalities whose population exceeds 25000 is now more or less the same as it was ten years' ago in municipalities whose population was then 35000. This reduction in the limit of population does not, therefore, mean any reduction in such matters as the number of pupils attending primary schools, the number of primary teachers employed, or the expenditure incurred on primary education.

(2) It will also be seen that we have related the classification to the total income of the municipality instead of to its expenditure on primary education. Our study has shown that several municipalities which have large incomes are very miserly in their expenditure on primary education and it gives an advantage to such miserliness to relate the classification of municipalities to the expenditure incurred on primary education. We, therefore, feel that it would be a better procedure to relate classification to the total income of the municipality. Authorised Municipalities spend about 10 per cent. of their total income on primary education and, therefore, a total income of more than Rs. 5,00,000 may be regarded as implying an expenditure of Rs. 50,000 on primary education.

* Some broad principles for the further classification of the Municipalities in this group have been discussed later in paragraphs 15-18 of this Chapter.

(3) Under the existing principles of classification, there is an automatic connection between classification and efficiency. A municipality is classified as Authorised only if its administration is generally efficient. This is theoretically correct. But in practice, its only result is to reward inefficiency because even a rich municipality of a big town often gets classified as unauthorised on the ground that it is inefficient and is then rewarded by reduction of its contribution towards primary education. We feel that this is administratively and even morally unjustifiable. We, therefore, recommend that there should be no inseparable connection between financial contribution and the right to control education. A municipality whose population exceeds 25000 and whose income (excluding Government grants) is more than Rs. 5 lakhs should be required to pay a contribution equal to 50 per cent. of the expenditure on primary education incurred within its area. There should be no escape from this contribution and the municipality should be allowed to control primary education only if it is efficient. If the general administration of such a municipality, is inefficient, it should still be required to pay a contribution of 50 per cent. of the expenditure on primary education incurred within its area but it should not be allowed to assume control over primary schools. If this policy is adopted, the contribution of a municipality will be related solely to its financial capacity and the grant of the power to control primary education would be related to the general efficiency of its administration. We feel that this change in policy is badly needed.

(4) we also feel that the willingness of a municipality to assume powers of control over primary education should not be a condition precedent to its classification as authorised. Under the procedure for classification adopted at present a municipality is not classified as authorised unless it shows its willingness to assume powers of control over primary education. It is true that we should not thrust powers on a municipality unwilling to assume them. But in practice this theoretical stand has been considerably abused. We find that several municipalities of large towns which have ample resources have escaped their legitimate financial liability for primary education by expressing unwillingness to assume control. Such a contingency also is not desirable. We, therefore, recommend that the financial contribution of a municipality should also be dissociated from its willingness to assume powers of control over primary education. A municipality which has a population of 25000 and an income (exclusive of Government grants) of Rs. 5 lakhs should be required to pay a contribution of 50 per cent. of the expenditure on primary education incurred within its area. After making this contribution obligatory, it may be left to the sweet-will of the municipality to assume or not to assume powers of control over primary education. In short, we propose that the municipalities, should be clearly given

the understanding that their contribution to primary education will not depend upon their willingness or otherwise to control primary education.

To sum up, we recommend that a municipality of a town which has a population of 25000 or more and an income (excluding Government grants) of Rs. 5 lakhs or more shall be required to pay a contribution of 50 per cent. of the expenditure on primary education incurred within its area. If it is unwilling to assume powers of control over primary education, these should not be thrust upon it; but its financial contribution should not be reduced on that account. Similarly, if it is inefficient, it should be penalised by refusal to grant or withdrawal of powers; but even such decisions should not lead to any reduction in financial contribution.

12. No comments are needed on principle (b) enunciated in paragraph 11 above. But in so far as principle (c) is concerned, we would like to state that this has been adopted out of a desire to accommodate the strong feeling of public opinion on this subject in Vidarbha. The general problem of municipalities in Vidarbha is being discussed in detail in a later section. It will be sufficient to state here that at present *every* municipality in Vidarbha—irrespective of its population or income—is an authorised Municipality. It controls all the primary schools within its area and has even larger powers than those conferred on the Authorised Municipalities in the area of the old Bombay State. Moreover, it is actually paying more than half the cost of primary education incurred within its area. When we discussed this problem of classification with the representatives of municipalities in Vidarbha, several municipalities expressed great dissatisfaction at the prospect of being deprived of their association with primary education. They were totally opposed to the population limit of 35000. They welcomed the lowering of this limit to 25000 but were still of the view that even this concession would not meet the situation in Vidarbha. They, therefore, recommended unanimously that *even a municipality whose population is between 25000 and 15000 should be given powers of control over primary education (a) if it were willing to assume such powers, (b) it had an income (excluding Government grant) of not less than Rs. 3 lakhs, and (c) if its general administration was efficient.* We feel that this is a very reasonable recommendation, not only for Vidarbha, but for the State as a whole, and we have, therefore, incorporated it in the principles of classification enunciated above.

TABLE NO. VIII (2).

*Existing Authorised Municipalities in the Area of the old
Bombay State.*

13. *Existing Authorised Municipalities.*—The following table
cipalities in the area of the old Bombay State :—

TABLE

Existing Authorised Municipalities in the

Serial No.	Name of the Authorised Municipality.	Population.	Income of the Municipality.			Income per capita of population.
			Income excluding Government grant.	Government grant.	Total.	
1	2	3	4	5	6	7
1	Poona ..	486,982	1,28,00,852	9,77,363	1,37,78,215	26·2
2	Satara North ..	37,521	6,70,009	93,821	7,63,830	17·8
3	Sholapur ..	266,009	53,39,732	7,85,643	61,25,375	20·7
4	Barshi ..	41,960	7,12,496	21,653	7,34,149	16·9
5	Ahmednagar ..	88,971	17,97,535	1,49,874	19,47,409	20·2
6	Jalgaon ..	68,463	19,66,959	3,21,737	22,88,696	28·7
7	Amalner ..	44,646	8,21,627	74,019	8,95,646	18·4
8	Dhulia ..	76,868	16,33,963	1,93,809	18,27,772	21·2
9	Nasik ..	97,408	21,93,210	4,16,673	26,09,883	22·5
10	Malegaon ..	59,890	15,74,223	89,589	16,63,812	26·2
11	Kolhapur ..	1,36,835	30,18,688	3,02,525	33,21,213	22·0
12	Ahmedabad ..	788,310	2,48,16,751	12,93,290	2,61,10,041	31·4
13	Nadiad ..	62,704	16,95,472	2,13,061	19,08,533	27·0
14	Surat ..	222,908	56,88,504	4,54,934	61,43,438	25·5
15	Broach ..	62,997	10,46,467	1,99,638	12,46,105	16·6
16	Godhra ..	40,455	5,88,271	1,58,510	7,46,781	14·5
17	Baroda ..	210,831	46,07,095	6,13,681	52,20,776	21·8
Grant Total ..		2,793,758	7,09,71,854	63,69,820	7,73,31,674	25·4

gives the detailed information about the existing Authorised
Municipal No.VIII(2).

Area of the ol. Bombay State.

Total No. of pupils in primary schools in area of Municipality.	Percent- age of pupils to population	Total expenditure on primary education incurred out of			Percentage of expendi- ture from Municipal funds to total income excluding Government grant.	Percentage of Government grants to total expenditure on primary education.
		State funds.	Municipal school board fund.	Total expenditure from all sources.		
8	9	10	11	12	13	14
		Rs.	Rs.	Rs.		
68,760	14.2	5,79,651	8,78,638	15,24,487	6.8	38.0
6,286	16.7	94,995	91,000	1,99,950	13.5	47.5
41,514	15.6	4,96,837	6,43,187	13,95,521	12.0	35.6
6,358	15.1	76,471	76,473	1,53,941	10.7	49.6
12,420	13.9	1,49,874	1,82,853	3,45,047	10.1	43.4
11,229	16.4	1,92,998	2,30,803	4,50,622	11.7	42.8
5,971	13.3	74,019	81,658	1,70,470	9.9	43.4
12,402	16.1	1,03,809	2,14,895	41,19,907	13.1	47.0
16,763	17.2	2,29,237	1,52,940	4,03,029	6.9	56.8
10,791	18.0	89,589	3,07,967	4,63,436	19.5	22.2
22,071	16.1	1,06,220	1,96,284	3,02,504	6.5	35.1
103,611	13.1	9,30,602	22,58,886	33,91,600	9.1	27.4
10,242	16.3	99,221	1,27,982	2,39,330	7.5	41.4
24,137	15.3	4,14,893	4,86,157	9,67,817	8.5	42.8
9,541	15.1	1,16,065	1,03,922	2,24,786	9.9	51.6
5,671	14.0	78,943	78,942	1,83,308	13.4	43.0
32,896	15.6	5,39,277	4,84,704	12,20,085	10.5	44.1
410,643	14.6	44,62,701	65,97,291	1,19,87,840	9.2	37.2

14. We have already recommended that Poona and Ahmedabad should cease to be authorised municipalities and should be dealt with on the Bombay pattern. It will also be seen from the above table that all the other municipalities fulfil the conditions laid down for classification as authorised municipalities. Their population exceeds 35,000 in every case ; the lowest income is Rs. 5,88,271 in Godhra ; and the lowest expenditure on primary education is Rs. 1,53,941 in Barsi. We, therefore, feel that there is no reason to change the present classification of any of these municipalities.*

15. *Conversion of Non-authorised Municipalities into Authorised Municipalities.*—If the principles for the classification of Municipalities as authorised or non-authorised which have been enunciated above are accepted, it will be necessary to convert a number of non-authorised municipalities in the area of the old Bombay State into authorised municipalities. Our study shows that the following 23 municipalities which are now classified as non-authorised but which have a population of 25,000 or more and whose income exceeds Rs. 3,00,000 in most cases need reconsideration in this respect.

* Under the existing system, all Cantonments are treated as authorised municipalities and are aided at 50 per cent. of their approved expenditure on primary education. We recommend that the same principle should continue to be adopted in future. The grants-in-aid paid to all of them should, however, be given on the new basis proposed by us in Chapter X.

TABLE No. VIII (3).

*Non-authorised Municipalities in the area of the old Bombay State
which should be considered for conversion into authorised
Municipalities.*

TABLE

Non-authorised Municipalities in the area of the old Bombay State
Authorised

Serial No.	Name of the Municipality.	Population (1951)	Total income.		
			Income exclusive of grant.	Government grant.	Total
1	2	3	4	5	6
1	Kalyan	.. 58,616	10,39,366	49,816	10,89,182
2	Bhusawal	.. 54,346	7,81,666	77,283	8,58,949
3	Sangli	.. 54,168	9,54,417	1,42,407	10,96,824
4	Thane	.. 50,155	10,08,202	1,14,207	11,22,409
5	Navsari	.. 44,701	8,55,555	16,929	8,72,484
6	Patan*	.. 42,277	3,42,780	43,128	3,85,908
7	Pandharpur	.. 40,517	6,29,152	1,62,610	7,91,762
8	Miraj	.. 40,224	5,76,918	63,916	6,40,834
9	Cambay	.. 39,042	4,91,676	38,488	5,30,164
10	Chalisgaon	.. 30,345	5,55,354	60,857	6,16,211
11	Nandurbar	.. 30,144	5,01,209	67,119	5,68,328
12	Petlad	.. 29,747	6,50,185	32,641	6,82,826
13	Nasik Road*	.. 28,458	2,51,889	18,193	2,70,082
14	Amreli*	.. 27,829	2,99,041	59,091	3,58,132
15	Bulsar	.. 27,819	8,62,595	47,147	9,09,742
16	Viramgaon*	.. 27,435	4,60,063	40,815	5,00,878
17	Ichalkaranji	.. 27,423	7,19,969	71,360	7,91,329
18	Retnagiri*	.. 27,082	3,44,429	29,144	3,73,573
19	Anand	.. 25,767	6,45,692	52,610	6,98,302
20	Bhiwandi	.. 25,764	5,87,449	27,777	6,15,226
21	Karad	.. 25,721	5,07,133	44,426	5,51,559
22	Sidhapur*	.. 25,429	2,95,851	30,353	3,26,204
23	Dohad*	.. 25,310	4,48,889	50,973	4,99,862
Grand Total		.. 8,08,319	1,38,09,480	13,41,290	1,51,50,770

No. VII (3)

which should be considered for conversion into Municipalities

Total in- come exclud- ing Govern- ment grant per head of population.	Total No. of pupils attending primary schools in Municip- al area.	Percentage of pupils to population.	Amount of contribu- tion pay- able under Government orders.	Total ex- penditure on Primary Education within the Municip- al area.	Percentage of Municipal contribution to	
					Total in- come (ex- cluding Govt. grant).	Total ex- penditure on Primary Education.
7	8	9	10	11	12	13
17.7	8,879	15.1	40,000	1,56,803	3.8	25.5
14.3	8,846	16.2	71,670	2,41,695	9.1	29.6
17.6	10,276	18.9	Not fixed	2,53,648	..	..
20.1	7,525	15.0	30,000	1,56,249	2.9	19.2
19.1	6,392	14.2	75,664	1,62,097	8.8	46.6
8.1	6,108	14.4	Not fixed	1,90,718	..	..
15.5	7,163	17.6	57,702	1,82,510	9.1	31.6
14.3	7,630	18.9	Not fixed	1,81,149	..	..
12.5	5,915	15.1	35,830	1,45,831	7.2	24.5
18.3	4,897	16.1	36,552	1,48,137	6.5	24.6
16.6	5,195	17.2	43,814	1,50,706	8.7	29.1
21.8	4,160	13.9	25,161	1,08,867	3.8	23.1
8.8	5,146	18.0	32,103	1,16,671	12.7	27.5
10.7	4,235	15.2	Not fixed	97,032	..	..
31.0	4,122	14.8	49,388	1,08,738	5.7	45.4
16.7	3,974	14.4	40,140	1,13,180	8.7	35.4
26.2	4,217	15.3	33,459	1,09,478	4.6	30.5
12.7	4,182	15.4	14,764	52,691	4.2	28.0
28.0	3,862	14.9	26,463	77,366	3.1	26.4
22.7	3,493	13.5	2,766	74,567	0.4	3.7
19.7	4,642	18.0	37,600	1,09,061	7.4	34.5
11.6	3,778	14.8	Not fixed	76,779	..	..
17.7	5,362	21.1	37,710	60,897	8.4	61.9
17.0	1,09,999	13.6	..	30,74,870	..	..

16. It will be seen from the above table that the first 9 of these 23 municipalities have a population of more than 35,000. The total income of each of these municipalities is also more than Rs. 5 lakhs except in the cases of Cambay and Patan. But no exception need be made in these cases. Cambay has an income which is very near to Rs. 5 lakhs. In Patan, the total income *per capita* is so low that there is obviously a good deal of scope for improvement in municipal resources. It was argued before us that this municipality belongs to the area of an erstwhile Indian State and that it should be given some time to develop itself to the standard already reached by similar municipalities in the area of the old Bombay State. A reference to Chapter XII will show that we have given time varying from 3 to 6 years to the municipalities in Saurashtra, Kutch and Marathwada to adjust their budgets to this new obligation. On the same basis, we recommend that both these municipalities should be immediately classified as authorized and if they ask for time to adjust their budgets their requests should be considered sympathetically on merits. A similar concession for adjustment should be shown to all municipalities which belong to the old Indian States and which did not make any contributions towards the expenditure on primary education in the past.

17. Each of the next 14 municipalities has a population between 25,000 and 35,000. Of these, 8 municipalities, viz., Chalisgaon, Nandurbar, Petlad, Bulsar, Ichalkaranji, Anand, Bhiwandi and Karad have incomes which exceed Rs. 5,00,000. Two other municipalities, viz. Viramgam and Dohad have incomes which are extremely close to Rs. 5,00,000. *We therefore, recommend that all these ten municipalities be classified as authorised.*

In the case of the remaining four municipalities, viz., Nasik Road, Amreli, Ratnagiri and Siddhapur, it is a question whether the municipalities have failed to develop their income or whether the local conditions are really such that there is hardly any possibility of increasing the municipal resources materially. We, therefore, suggest that the cases of these four municipalities may be judged on merits. We have laid down that two conditions have to be fulfilled for classifying a municipality as authorised—its population should exceed 25,000 and income Rs. 5 lakhs. When only one of these two conditions is fulfilled and especially when the income is much below Rs. 5 lakhs, two alternative courses are open. If the municipality is willing to assume control over primary education and if its administration is generally efficient and if the only obstacle in the way is the comparative scantiness of the resources available, we recommend that the municipality concerned should be classified as authorised and given a grant-in-aid at 60 per cent. of the total

approved expenditure on primary education incurred within its area.* In all other cases, the municipalities concerned should be classified as non-authorised. *We recommend that these four municipalities should be classified in the light of these principles.*

18. *Non-authorised Municipalities whose population is between 25,000 and 15,000.*—So far we have considered the Municipalities, in the area of the old Bombay State whose population exceeds 25,000. We shall now proceed to consider the next important group of municipalities whose population is between 15,000 and 25,000. The necessary details about these municipalities are given in the following table :—

* We are recommending that grants to authorised municipalities should be graded according to their financial status. That is to say, the authorised municipalities should be classified into three groups—group I being aided at 45 p.c., group II at 50 p.c. and group III at 60 p. c. of the approved expenditure on primary education in their areas. The details will be discussed in Chapter X.

TABLE
Non-authorised Municipalities whose

Serial No.	Name of the Municipality.	Population, 1951.	Total income.		
			Income exclusive of Govern- ment grant.	Government grant.	Total.
1	2	3	4	5	6
1	Dabhoi	.. 24,954	3,01,229	40,980	3,42,209
2	Chopda	.. 22,841	1,99,009	44,989	2,43,998
3	Mehsana	.. 22,804	3,58,943	5,828	3,64,771
4	Palanpur	.. 22,629	2,22,601	26,219	2,48,820
5	Kalol	.. 22,416	6,34,609	26,681	6,61,290
6	Kapadwanj	.. 22,312	4,44,020	63,917	5,07,937
7	Yeola	.. 21,389	2,48,392	41,868	2,90,260
8	Dharangaon	.. 21,186	2,21,797	35,376	2,57,173
9	Visnagar	.. 21,093	2,51,587	51,695	3,03,282
10.	Borsad	... 20,637	1,89,965	37,485	2,27,450
11.	Kadir	.. 20,378	2,87,051	22,382	3,09,433
12	Dholka	.. 20,012	3,87,539	45,817	4,33,356
13	Bassein	.. 19,640	1,95,699	33,770	2,29,469
14	Malwan	.. 18,848	1,42,675	21,436	1,64,111
15	Umreth	.. 18,670	2,64,634	35,722	3,00,356
16	Manmad	.. 18,350	3,80,279	41,592	4,21,877
17	Akkalkot	.. 18,162	1,33,704	24,869	1,58,572
18	Padra	.. 17,850	1,51,567	34,564	1,86,131
19	Rajpipla	.. 17,431	2,98,052	23,110	3,21,162
20	Baramati	.. 17,064	3,12,650	37,925	3,49,975
21	Lonawala	.. 16,771	4,38,526	30,828	4,69,354
22	Sangamner	.. 16,760	2,37,424	22,038	2,59,512
23	Billimora	.. 16,669	3,73,280	42,426	4,15,706

No. VIII (4)

population is between 25,000 and 15,000.

Total income (excluding Government grant) per head of population.	Total number of pupils attending primary schools in the Municipal area.	Percentage of pupils to population.	Amount of contribution payable under Government orders.	Total expenditure on primary education within the Municipal area.	Percentage of Municipal contribution to.	
					Total income (Excluding Government grant).	Total expenditure on Primary education.
7	8	9	10	11	12	13
12.0	3,387	13.5	30,000	84,274	9.9	35.5
8.7	3,205	14.0	17,174	99,451	8.6	17.2
15.7	3,041	13.3	Not fixed	73,877	....	....
9.8	1,722	7.6	2,150	56,304	0.9	3.8
28.3	2,785	12.4	Not fixed	65,754	....	....
19.9	3,681	16.4	23,164	80,970	5.2	28.5
11.6	3,474	16.2	20,157	93,327	8.1	21.5
10.4	2,929	13.8	10,215	89,618	4.6	11.3
11.9	2,946	13.9	Not fixed	73,782	....	....
9.2	2,962	14.3	20,969	68,832	11.0	30.4
14.0	2,725	13.3	54,887	69,711	19.1	78.7
19.3	3,639	18.1	22,733	1,01,372	5.8	22.4
9.9	3,337	16.9	3,808	62,290	1.9	6.1
7.5	2,502	13.2	10,518	31,142	7.3	33.7
14.1	2,892	15.4	20,706	74,236	7.7	27.8
20.7	3,975	21.6	28,078	94,809	9.2	29.6
7.3	2,811	15.4	11,929	74,070	8.9	16.1
8.4	2,322	13.0	22,000	70,099	14.5	31.3
17.0	2,466	14.1	43,774	75,216	14.6	58.1
18.2	3,747	21.9	32,220	1,04,341	10.3	30.8
26.1	2,505	14.9	27,365	59,142	6.2	46.2
14.1	2,697	16.0	20,460	70,638	8.6	28.9
22.3	4,088	24.5	39,070	1,07,841	10.4	36.2

Serial No.	Name of the Municipality.	Population, 1951.	Total income—		Total.
			Income ex- clusive of Government grant.	Government grant.	
1	2	3	4	5	6
24	Shirpur	.. 16,332	2,67,843	45,030	3,12,873
25	Shrirampur	.. 16,311	3,52,943	20,173	3,73,116
26	Islampur	.. 16,113	2,52,734	17,336	2,70,070
27	Wai	.. 16,099	1,33,597	44,173	1,77,770
28	Pochora	.. 15,880	2,20,022	61,542	2,81,564
29	Chiplun	.. 15,847	2,95,313	16,717	3,12,030
30	Parola]	.. 15,605	1,47,836	25,134	1,72,970
31	Unjha	.. 15,376	1,88,309	17,031	2,05,340
32	Ankleshwar	.. 15,275	2,67,291	39,163	3,06,454
33	Erandol	.. 15,042	74,000	21,319	95,319
Grand Total ..		6,16,746	88,74,520	10,99,185	99,73,705

Total income excluding Government grant per head of population.	Total number of pupils attending primary schools in the Municipal area.	Percentage of pupils to popula- tion.	Amount of con- tribution payable under Government orders.	Total expenditure on Primary Education within the Municipal area.	Percentage of Municipal contribution to.	
					Total income (Excluding Government grant.	Total expenditure on Primary Education.
7	8	9	10	11	12	13
16.3	2,682	16.4	23,215	80,460	8.6	28.8
21.6	2,531	15.5	12,000	62,440	3.3	19.2
15.6	3,061	18.9	12,815	84,212	5.0	15.2
8.2	2,965	18.4	17,993	74,934	13.4	24.0
13.8	2,207	13.8	18,979	64,131	8.6	20.9
18.6	2,610	16.4	12,747	32,335	4.3	39.4
9.4	2,202	14.1	8,7	68,328	5.9	12.8
12.2	2,826	18.3	Not fixed	77,489	....	....
17.4	2,572	16.8	30,679	78,012	11.4	39.3
4.9	2,109	14.0	5,740	65,442	7.7	8.7
14.3	95,608	15.5	...	24,68,879		

It will be seen from the above table that the municipality of Kalol has a population of 22,416 (1951 Census) and an income of Rs. 6,34,609 (exclusive of Government Grants). For all we can say, the population of this town has already exceeded 25,000. *Prima Facie, therefore, Kalol municipality deserves to be classified as authorised.* In eleven other municipalities, viz. Dabhoi, Mehsana, Kapadvanj, Dholka, Manmad, Rajpipla, Baramati, Lonavala, Billimora, Shrirampur, Chiplun, the income (exclusive of Government grants) is more than Rs. 3 lakhs but less than Rs. 5 lakhs. In all these cases (except probably Kapadvanj and Lonavala, where the income is very close to Rs. 5 lakhs) it may not also be possible to raise the income above Rs. 5 lakhs. *We, therefore, recommend that the possibility of converting these municipalities as authorised should be examined on merits.* If the municipality is willing to assume responsibilities for primary education and if its administration is generally efficient, it should be classified as authorised and the scantiness of local resources should be compensated for by fixing grant-in-aid at 60 per cent. of the approved expenditure on primary education incurred within its area. In all other cases, the municipalities should be classified as Non-authorised.

19. *General conclusions.*—It will be seen from the foregoing discussion that we have tried to recommend a new policy towards authorization of municipalities. (As stated earlier, every municipality was authorized to administer the primary schools within its area in 1884 and that this system continued to be in force till 1923. Then the number of authorized municipalities was reduced to about 25 and the general policy adopted was to authorize as few municipalities as possible. The same policy was continued and made even stricter under the Bombay Primary Education Acts of 1938 and 1947 and the number of authorized municipalities was reduced finally to 17 only.) *We have recommended a reversal of this policy and suggested that the general attitude should be to authorize as many municipalities as possible.* This change will have several advantages. It is more democratic; it leads to greater decentralization; and above all, it assists in securing larger resources for primary education. We have, therefore, suggested that the limit of population prescribed for authorised municipalities should be reduced to 25,000 generally and even to 15,000 in special cases.

We would also emphasize our recommendation suggesting the creation of a new group of authorized municipalities (i.e. those whose population is between 15,000 and 25,000 and whose income is between Rs. 3 and 5 lakhs) which will be aided at 60 per cent. of their expenditure. At present, the gap in the financial contributions of authorized municipalities (which bear 50 per cent. of the expenditure) and the non-authorized municipalities (which bear 15 to 25 per cent. of the expenditure on an average) is very large. If this

proposal is accepted, the existing wide gulf would be bridged. The authorized municipalities will contribute 55 to 40 per cent. of the expenditure on primary education in their areas and the contribution of non-authorized municipalities will vary from 25 to 15 per cent. of such expenditure.

In fact, if our suggestions made in this Report are accepted, the recommendations of the Kale Committee would be fully worked out. It would be recalled that this Committee suggested that municipalities should be graded according to their financial capacities and that the contributions of richer municipalities for purpose of primary education should be large. The following table shows how each group of municipalities would contribute to primary education under the proposals made by us :—

Group of Municipalities.	Chapter of the Report in which the subject is discussed.	Percentage of total expenditure on primary education to be borne by the munici- palities.
1	2	3
1. Bombay ...	Chapter VI	75
2. Ahmedabad ...	Chapter VII	70
3. Nagpur and Poona ...	Do.	60
4. Authorized Municipalities whose population ex- ceeds 25,000 and whose total income (excluding Government grants) exceeds Rs. 5,00,000.	Chapter X	55 & 50
5. All other Authorized Municipalities.	Chapter X	40
6. Non-authorized Munici- palities.	Chapter XI	25 to 15

The equitable character of these proposals is almost self-evident and needs no comments.

20. *Financial Implications.*—As a result of recommendations made in the course of this Chapter, a number of non-authorized municipalities in the area of the old Bombay State would be classified as authorised and aided at fifty or sixty per cent. of their total expenditure on primary education, as the case may be. It is estimated that the clear saving on account of the non-authorised municipalities which we have recommended to be classified as authorised would come to Rs. 4,25,000 per annum. There would be some addition to this figure when doubtful cases are examined on merits and some more municipalities are authorized.

CHAPTER IX.

ADMINISTRATION OF PRIMARY EDUCATION UNDER AUTHORIZED MUNICIPALITIES : CONSTITUTION AND POWERS OF MUNICIPAL SCHOOL BOARDS.

In the last chapter, we examined the general principles of the classification of municipalities as authorized and non-authorized and applied them to the existing municipalities in the area of the old Bombay State. These principles have to be extended to Vidarbha, Saurashtra and Marathawada as well. But, for convenience of reference, we shall deal with this aspect of the problem in Chapter XII and we shall now turn to the consideration of the constitution of municipal school boards and their powers.

2. *Composition of Municipal School Boards.*—Under the existing law, every authorized municipality is required to elect a municipal school board and, subject to the general control of the municipality, this board is authorized to carry on the administration of primary education within the municipal area in accordance with the provision of the Bombay Primary Education Act and rules made thereunder. The composition of a municipal school board is given in section 4 of the Bombay Primary Education Act, 1947, and its main features are summarised below :—

(a) Every school board consists of not less than 12 and not more than 16 members as may be decided by Government.

(b) The members of a school board need not necessarily be the members of the municipality.

(c) As a rule, two members of the board—one official and one non-official—are nominated by Government. The official nominated is generally the same local official of the Education Department. The non-official is expected to be an “educationist” and section 4 (4) of the Act lays down that he shall be a person who has passed the Matriculation Examination or has any other equivalent or higher educational qualification which Government may specify or who has had experience of the system or institutions of primary education.

(d) Seats are also reserved for backward communities.

There is usually a convention to include a woman or two. Very often, there is a woman already included in the elected members of the school boards; but when this is not the case, Government usually includes a woman amongst the non-officials to be nominated on the Board.*

* Prior to 1952, one seat on a school board used to be reserved for a woman. But this reservation has been abolished on constitutional grounds.

The existing law also prescribes educational qualifications for members of school boards. Section 4 (7) of the Act prescribes that every elected member of the board must have passed the primary School Certificate Examination or should possess such other equivalent or higher educational qualifications as may be prescribed by Government. This qualification is, however, lowered to a pass in primary standard IV in the case of persons who are elected to represent the backward communities. Besides, at least three of the elected members have to be persons who have passed the Matriculation or the Second Year Training Certificate Examination or who possess any other equivalent or higher educational qualifications which the Government may specify in this behalf.

The term of office of the members of the Board is co-extensive with that of the municipality, viz. four years and the Chairman and Vice-Chairman of the Board are also elected for a continuous term of four years.

3. *Abolition of Nominations.*—The first proposal made to us in this connection is that the existing system of nominating members on the Municipal School Boards should be abolished forthwith. The system of nominations, it was said, is essentially undemocratic and it was pointed out that, on this very ground, Government had recently abolished nominations to all local bodies. It was also argued that the main object of nominations was to secure the services of experienced educationists and that this object could be better secured by reserving one or more seats on the Board to persons who have certain prescribed qualifications. One case in which a nominated non-official did not even have the minimum qualifications prescribed for the elected members of the board was also brought to our notice as an illustration of the manner in which the power to nominate may be wrongly used on certain occasions. In view of all these arguments and the evidence laid before us, *we feel that no useful purpose would be served by continuing the existing system of nominating a few members on the municipal school boards and we, therefore, recommend that this system should be abolished forthwith, and that all members of municipal school boards should necessarily be elected.*

4. *Securing the Election of Educationists to a School Board.*—Two other proposals which are intimately connected with one another were placed before us. The first was that the law should prescribe definitely the minimum number of persons on a school board who should not be also the members of the electing Municipality. It was argued that the existing law which merely prescribed that "the members of a school board need not necessarily be the members of the Municipality electing the board" was negative in character and consequently inadequate to secure the end

in view, viz. the representation of persons who are *primarily interested in education*. The general tendency at present is to elect to the school board as many members of the Municipality as possible and several instances were brought to our notice where the number of members of the school board, who were not the Councillors of the electing municipality, was very small. It is true that we also found several examples to the contrary where a fairly large number of members of the School Board were not the councillors of the electing municipality. But, on the whole, it must be admitted that there is a general trend to elect as many councillors of the municipality to the school board as possible and we agree with the suggestion that it would be desirable to prescribe the minimum number of non-councillors that must be elected on a school board. ✓ This conclusion was further strengthened by the admission of several witnesses that a person who is a member of the municipality as well as of a school board does not find adequate time to devote to educational matters. We also specifically asked the opinion of the representatives of municipalities who gave evidence before us whether they would prefer the law to prescribe the minimum number of non-councillors to be elected on a school board and were glad to find that this suggestion was welcomed by almost all the persons. *We, therefore, recommend that not less than one-fourth of the members of a municipal school board should be non-councillors of the electing municipality.*

5. The second proposal made to us is that care should be taken to see that a minimum number of persons who are *primarily interested in education* get elected to the municipal school boards. The existing provision that at least three of the elected members of the board should be matriculates or second year trained teachers is hardly adequate for the purpose of securing the representation of educationists on a school board and there was a general suggestion that the seats reserved for the noncouncillors should be earmarked for persons who have had an intimate contact with education in general and primary education in particular. This point is so obviously correct that no arguments are necessary on the subject. *We, therefore, propose that the law should prescribe that the non-councillor members of the school board should be persons primarily interested in education and that the expression "persons primarily interested in education" should be defined on the lines given in the next paragraph.*

6. We suggest that a person primarily interested in education should be defined as a person who—

- (a) has been a trained primary teacher with a service of not less than fifteen years in a recognised primary school ; or
- (b) has been a headmaster of a full-grade recognised primary school for not less than ten years ; or

(c) has been an assistant master in a recognised primary teachers' training college or a secondary school for not less than ten years ; or

(d) has been the head of a recognised primary teachers' training college or a high school for not less than five years ; or

(e) has been a trained graduate with a teaching experience of not less than five years in a recognised institution ; or

(f) has been on the teaching staff of a university or a college in a capacity not below that of a lecturer and has had a teaching experience of not less than three years ; or

(g) has been the chairman of a municipal or district school board for not less than three years or a member of such board for not less than five years ; or

(h) has been the president, chairman or a secretary, for a period of not less than five years, of an association, society or trust which conducts recognised educational institutions.

7. We would like to point out that it has been laid down under the Bombay Municipal Corporation Act, 1888, that the Education Committee should consist of 16 members of whom four shall be non-councillors and educationists with prescribed qualifications (*vide* section 50 (H) (3) of the Act). This system has worked very well and if the recommendations made above are accepted, the municipal school boards in the mofussil also would be constituted in a manner similar to the Education Committee of Bombay Corporation. We feel that this reform would help materially in improving the efficiency of municipal school boards.

8. *Association of Primary Teachers.*—The fourth proposal made to us is that representation should be given to primary teachers on all school boards—municipal or district. The demands made vary from one or two members to a statutory majority. The representatives of the primary teachers generally suggested that the authority to select the persons who would represent the primary teachers on a school board should be given to the Union of the primary teachers working under the board. Several official and non-official witnesses suggested that the primary teachers may be given representation on a school board and even agreed that it might be desirable to do so. But they opposed the principle of giving representation to teachers' unions and were particularly emphatic on the point that a primary teachers in the service of a school board should not be represented on the board during the period of such service. We have examined this problem in detail and are of the opinion that the demand of the teachers to have some association with the administration of the school boards is just and long overdue. At the same time, we cannot agree to the proposal of creating a special electoral college for primary teachers in the service of a school board and to permit this college to elect its representatives on the board. Nor can we

accept the proposal that this authority should be vested in the union of the primary teachers serving under the board. We, therefore, recommend that one seat on a school board—municipal or district—should be reserved for a trained primary teacher who has put in a service of not less than 15 years in a recognised primary school and who is not an employee of any school board or a teacher in any private primary school aided by the board concerned.

9. *Reductions in the Minimum Number of Members Prescribed.*—The question regarding the total number of the members of a municipal school board has also been discussed by us with the representatives of the municipalities. It was suggested to us that, in view of our desire to reduce the lower limit of population for the classification of a municipality as authorised from 35,000 to 25,000 generally and even to 15,000 in certain cases, it would be desirable to reduce the minimum number prescribed for the members of a municipal school board. We accept this suggestion and recommend that the minimum number of members of a municipal school board should be fixed at eight.

10. *Reservation for Backward Classes.*—The existing reservation of seats for backward communities is desirable and constitutionally necessary. We, therefore, recommend that this provision should be continued unchanged.

11. *Final Picture of the Composition of Municipal School Boards.*—Before proceeding further, we would like to sum up here the final picture of a municipal school board as it would be constituted in the light of our recommendations.

(a) When the population of the authorised municipality does not exceed 50,000 the total number of members of the municipal school boards should be nine. Of these—

(i) Three persons shall be elected by the authorised municipality from amongst its own councillors;

(ii) At least one member shall be a woman;

(iii) One person shall belong to the scheduled castes and the scheduled tribes;

(iv) One person shall be a trained primary teacher who shall have put in a service of not less than fifteen years in a recognised primary school and who is not in the employ of the board at the time of his appointment;

(v) Three persons shall be non-councillors of the municipality who shall have the educational qualifications described in paragraph 6 above.

(b) When the population of the authorised municipality is more than 50,000 but less than 1,00,000, the total number of members of the municipal school board shall be twelve. Of these—

- (i) Four persons shall be elected by the authorised municipality from amongst its own councillors ;
- (ii) At least one member shall be a woman ;
- (iii) One person shall belong to the scheduled castes and the scheduled tribes ;
- (iv) One person shall be a trained primary teacher who shall have put in a service of not less than fifteen years in a recognised primary school and who is not in the employ of the board at the time of his appointment ;
- (v) Four persons shall be non-councillors of the municipality who shall have the educational qualifications described in paragraph 6 above ; and
- (vi) One person who shall be added by the municipality in its discretion to any one of the five categories stated above.

(c) When the population of an authorised municipality exceeds one lakh, the total number of members of the municipal school board shall be sixteen. Of these—

- (i) Five persons shall be elected by the authorised municipality from amongst its own councillors ;
- (ii) At least one member shall be a woman ;
- (iii) One person shall belong to the scheduled castes and the scheduled tribes ;
- (iv) One person shall be a trained primary teacher who shall have put in a service of not less than fifteen years in a recognised primary school and is not in the employ of the board at the time of his appointment ;
- (v) Four persons shall be non-councillors of the municipality who shall have the educational qualifications described in paragraph 6 above ; and
- (vi) One person who shall be added by the municipality in its discretion to any of the five categories stated above.

It may be made clear that, in all cases, the representatives of women, backward classes and primary teachers may or may not be the members of the electing municipality.

12. *Educational Qualifications for General Members of the School Board.*—At present the minimum educational qualification prescribed for the members of a school board is the passing of the primary school certificate examination or such other equivalent or higher educational qualifications as Government may specify in this behalf. As stated already, this qualification is reduced to a pass at

the primary fourth standard examination in the case of persons who represent the scheduled castes and the scheduled tribes. These provisions are healthy and should be continued.

13. *Method of Election.*—Our attention has been invited to the different methods which are being adopted at present for electing members of School Boards. In Vidarbha, the method of single transferable vote has been prescribed under the Janapada Act and has become familiar to the people. In the municipalities of this area, however, members of the Committees are elected by an ordinary majority vote. In the area of the old Bombay State, the method of cumulative voting has been adopted. We have given our earnest consideration to this problem and make the following recommendations :—

(1) The method of cumulative voting is very simple and, therefore, it should necessarily be adopted in the case of election in the Village School Committees ;

(2) In the cases of elections to the School Boards of Authorized Municipalities or District School Boards or to the Taluka School Committees or to the School Committees of non-authorized municipalities the electing authority concerned may adopt either the method of single transferable vote or that of cumulative voting according to its choice. It should be made clear, however, that the notification fixing the different stages of elections should also specifically mention the method of voting adopted.

14. *Term of Office of the Members, Chairman and Vice Chairman of a Municipal School Board.*—The representatives of the municipalities who gave evidence before us have invited our attention to a peculiar anomaly in the existing provisions regarding the term of office of the members, chairman and vice-chairman of a municipal school board. Under the existing law, the president of a municipality is generally elected for the period of one year at a time. All municipal committees as well as their chairman and vice chairman are also elected for the period of one year only. But the term of office of the members of the school board and of its chairman and vice chairman is four years. It was argued before us that this difference between the term of office of the members of the municipal school board and its office-bearers and that of the members of the other committees of the municipality and their office-bearers leads to a good deal of ill-feeling between the members of the municipalities. It was, therefore, suggested that the term of office of the members of a school board and its office-bearers should also be reduced to one year. We agree that there is some force in this argument and we also feel that this large difference between the terms of office of a municipal school board and the other committees elected by the municipality has no justification. At the same time, we cannot accept the suggestion that the term of office of a municipal

school board should be reduced to one year. Education needs a certain continuity of policy and we, therefore, feel that such a drastic reduction would lead to unhappy results. We have considered this problem in detail and have also discussed it at some length with the representatives of municipalities. In the light of these discussions we make the following suggestions :—

(a) The term of office of a member of a municipal school board and its chairman and vice-chairman shall be two years.

(b) Immediately after the general elections to a municipality are held and the general body of the municipality is constituted, the school board shall be elected in the prescribed manner. Half of the total number of members shall retire at the end of one year from the date of their election, the names of the members so retiring being determined by lots. Thereafter, the members who are longest in office shall retire as soon as their term of office is over ; and

(c) Retiring members shall be eligible for re-election.

(d) Vacancies occurring in any of the five categories of members stated above shall be filled by persons belonging to the same category so that the composition of the board as outlined in paragraph 11 above will continue unchanged.

Such a system of retirement by rotation is already in force in the Education Committee of the Bombay Corporation for several years past and its results have been very satisfactory. We feel that it should be adopted in the municipal school boards of the mofussil as well. We, therefore, recommend that the term of office of the members and office bearers of a municipal school board should be reduced to two years and that the system of retirement by rotation should be adopted.

15. *Amendment of section 4 of the Bombay Primary Education Act.*—We recommend that section 4 of the Bombay Primary Education Act, 1947, should be amended in the light of the recommendations made above in paragraphs 6, 11, 12 and 13.

16. *Powers of Authorised Municipalities and Municipal School Boards.*—One of the special problems which we discussed in detail in the course of our study refers to the powers of authorised municipalities and municipal school boards. We invited suggestions both for the curtailment of existing powers as well as for their increase and our findings on these issues have been described below.

17. No suggestions were made to us with regard to the curtailment of powers. Some witnesses suggested that the municipalities should be deprived of their powers of control over primary education and

that the State Education Department should take over all primary schools in the municipal areas under its direct control. We are discussing the Role of Local Bodies in primary education in Chapter XIII. A reference to this chapter as well as to chapter V in which the general principles of the administration of primary education have been discussed will show that, we cannot accept this proposal, which, in our opinion, is both retrograde and undemocratic. It also implies the loss of municipal contributions to primary education. As things stand at present, the municipalities in the area of the old Bombay State, provide 15·7 per cent. of the resources required for financing primary education and it would be extremely unwise to lose these resources for what we consider a very doubtful gain in efficiency. We have, therefore, rejected this suggestion and have concentrated our attention on the improvement of the municipal administration of primary education.

18. *Position of the Administration Officer.*—Several municipalities have demanded that they should be authorised to appoint their own Administrative Officer. According to the provisions of section 21 of the Bombay Primary Education Act, 1947, the Administrative Officer of a municipal school board is a servant of the State Government. The only exceptions to this rule are two : (i) the corporations of Ahmedabad and Poona have been authorised to appoint their own Administrative Officers and (ii) sub-section (1) of section 22 of the Act lays down that Government may, by notification in the Official Gazette, delegate the power to appoint an Administrative Officer to an authorised municipality whose annual expenditure on primary education is not less than Rs. one lakh for three financial years immediately preceding the date of notification. It is true that this delegation is subject to several conditions which have been described in sub-sections (2) and (3) of the above section. But the fact still remains that the power to appoint its own Administrative Officer can be delegated to an authorised municipality under certain circumstances and subject to certain conditions. So far the Surat and Baroda are the only municipalities in the State which have been given powers under this Section. The Surat Municipality has exercised this authority; but the Baroda Municipality is still having a Government Officer on loan.

19. We do not think that it would be in the interest of education to give this power to the authorised municipalities. (For good administration, it is necessary to make the Administrative Officer sufficiently independent of the board under which he happens to be serving for the time being so that he would have the moral courage, when necessary, to tell the board that it is doing an injustice or committing a mistake. Such a position can only be created if the Administrative Officer belongs to a cadre of educational service recruited and controlled by the State Government.) We also do not

feel that it would be possible for most authorised municipalities to recruit the type of competent officers that are required for this work. We are, therefore, firmly of the view that it is desirable, in the larger interest of education, to make the Administrative Officers of municipal school boards the servants of the State Government. *We, therefore, recommend that no change should be made in section 21 of the Bombay Primary Education Act, 1947.*

20. There are, in our opinion, two further aspects of this question which need attention. After examining the problem in detail, we have come to the conclusion that a wrong principle is enunciated by section 22 of the Bombay Primary Education Act, 1947. This Section, as stated above, authorises the State Government to delegate its power of appointing an Administrative Officer to an authorised municipality which has been constituted under the Bombay Municipal Boroughs Act, 1925, and whose annual expenditure on primary education exceeds Rs. one lakh. We have already stated our view that such delegation should not be made in the interest of primary education. We also find that it is the existence of this provision which creates the demand for delegation and the fact that the power has already been delegated to one or two municipalities makes the others think that they should also put forward similar demands. Some municipalities even seem to think that the non-delegation of such power to them implies an adverse comment on the standard of their administration. Moreover, it has also been pointed out to us that it would be wrong to make this delegation depend merely upon the expenditure which a municipality can afford to incur on primary education without making any reference to the standard of its administration. All things considered, therefore, we think that it would be desirable to delete Section 22 of the Bombay Primary Education Act, 1947, altogether and to make it categorically clear to all concerned that the Administrative Officer of a municipal school board shall always remain a servant of the State Government. We would also like to place on record the fact that most of the persons who gave evidence before us lent strong support to the view that the Administrative Officer should be a servant of the State Government and not of the authorised municipalities. *We, therefore, recommend that section 22 of the Bombay Primary Education Act, 1947 should be deleted.*

21. The delegation of the power to appoint the Administrative Officer to the Corporations of Poona and Ahmedabad does not vitiate the recommendation made above in any way. We have recommended that the pattern of educational administration which now prevails in the City of Bombay should be adopted for both of these corporations. If this is done, the entire administration of primary education would be placed under the Commissioners who are themselves the

officers of the State Government. Under these circumstances, there can certainly be no objection to vesting these Corporations with the authority to appoint an officer subordinate to their Commissioners.

22. This recommendation will also raise a difficulty in respect of Surat and Baroda municipalities where Administrative Officers appointed by them are already working. In these cases we suggest that the present incumbent of the post should be taken over into Government service. We hope that the Surat municipality would appreciate the reasons which have impelled us to recommend the deletion of section 22 of the Bombay Primary Education Act, 1947, and would co-operate in this reform by willingly surrendering the authority delegated to it some time ago.

23. A closer examination of this problem in the long discussion which we had with the representatives of the municipalities showed us that the municipalities really objected, *not* to the status of the Administrative Officer as a servant of the State Government, but to two other evils which have followed in the wake of this status. *The first is the very frequent transfers of the Administrative Officers of the municipal school boards.* This is really due to a variety of factors out of which two have been mentioned before us. Firstly, the scale of pay sanctioned for most of these posts is mid-way between that of an Assistant Deputy Educational Inspector and a Gazetted Officer of Class II. Consequently, several persons are promoted as Administrative Officers of municipal school boards on the verge of their retirement. In such cases, they work as Administrative Officers only for a short time. Secondly, some Administrative Officers are also promoted to a higher rank where, in the present days of educational expansion, larger opportunities are ever being created. This inevitable situation also leads to still further transfers of municipal Administrative Officers. There might be several other factors which contribute to the same result. Certain instances where there had been five or more transfers of Administrative Officers within the term of office of a single municipal board were also brought to our notice. We feel that the municipal school boards are definitely justified in demanding that there should not be frequent transfers of Administrative Officers and it is partly due to the irritation caused by such transfers that they are inclined to demand that they should have the authority to appoint their Administrative Officers. *We, therefore, recommend that the Department should lay down a policy that an Administrative Officer of a municipal school board should not ordinarily be transferred within a period of three years.* In fact we would suggest that an Administrative Officer may be continued for a maximum period of five years if he is pulling on well with his board and doing a good job of his work. *We also recommend that the Research*

Section of the office of the Director of Education should examine the factors which now contribute to the frequent transfers of the Administrative Officers of the municipal school boards and that early measures should be adopted to remove them. If this is done, nearly half of the demand that is now made for delegation of authority under section 22 of the Bombay Primary Education Act, 1947, will disappear.

24. Another aspect of the problem which irritates most of the municipal school boards was also brought to our notice. The Administrative Officer is now under a dual control. He is responsible to the municipal school board in respect of certain matters which fall within the purview of the authorised municipality ; but in those matters where authority is individually vested in him (e.g. transfers of teachers) he is subject to the direct control of the Educational Inspector and the Director of Education. It is this dualism that is responsible for the disharmony that now creeps into the administration of primary education and if this can be eliminated in some way, the municipal school boards would really have no objection to the status of the Administrative Officer as a servant of the State Government. In this argument, we believe, justice is on the side of the municipal school boards. No advantage is gained by subjecting the Administrative Officer to a dual control of this type. Government has a right to inspect the work of a school board and also the right to guide and control its policies. For this purpose, however, it would be desirable to treat the school board administration as one unit. The Educational Inspector or the Director of Education should deal, as representatives of Government, either with the authorised municipality or with the municipal school board as a whole and they should be vested with adequate powers for this purpose. But they should not try to control *directly* any officer who is subordinate to such authorised municipality or a municipal school board. In other words, we feel that the position of the Administrative Officer under a municipal school board should be exactly the same as that of a Commissioner under a Corporation. It is well-known that the Commissioner is a servant of the State Government, but once his services are placed at the disposal of the Corporation, Government ceases to deal with him directly in any matter and only deals with the Corporation as a unit. The Commissioner also has many powers vested in him under the Corporation Act. But even in respect of these powers, he is responsible, not directly to Government, but to the Corporation which he is serving for the time being. We believe that these fundamental principles of good administration should also be adopted in respect of school boards—municipal or district. The Administrative Officers should be the officers of the State Government. But they should be regarded as being on loan to the school boards concerned. No officer of Government should try to control them *directly* in any matter but

should only deal with the authorised municipality or the school board as a unit and even in respect of powers which have been vested in the administrative officer personally, he should be held responsible to the school board on whom the entire responsibility for the administration of primary education within the given area ultimately rests. If these ideas are adopted, we are sure that almost all the complaints that now arise from the authorised municipalities or the school boards will disappear completely and most of the friction and bitterness that is now seen in the administration of primary education would be eliminated altogether. *We, therefore, recommend that the position of the Administrative Officer under a school board—whether municipal or district—should be the same as that of a Commissioner under a Corporation.*

25. *Staff Selection Committee.*—A suggestion was placed before us that the composition of the staff selection committee needs revision. At present, the staff selection committee consists of two officials—the Educational Inspector of the District and the Administrative Officer of the municipal school board—and one non-official, viz., the Chairman of the Municipal School Board. It was suggested to us that the staff selection committee should have a majority of non-officials and that it should consist of either (1) of three members—the Chairman, one member of the Board elected by the Board itself in this behalf, and the Administrative Officer, or (2) of five persons—the Chairman, the Vice-Chairman, one member of the Board elected by the Board itself in this behalf, the Educational Inspector and the Administrative Officer of the Municipal School Board. We regret that we cannot accept either of these recommendations. To suggest that the non-officials should have a majority in the Staff Selection Committee is to imply that the non-officials can make a better selection of teachers than the officials—a view to which we cannot subscribe unconditionally. We cannot also agree to a proposal which increases the number of members of the Staff Selection Committee. The larger the number of members, the more varied would be the influences at work and the result of such a change would be far from happy. We are, therefore, inclined to the view that the existing composition of the Staff Selection Committee should continue unchanged. This decision is also strengthened by the fact that both the above suggestions have come from a small number of witnesses and that the vast majority of persons who gave evidence before us were of the opinion that the existing composition of the Staff Selection Committee was satisfactory and that it should not be disturbed. *We, therefore, recommend that no change should be made in the existing composition of the Staff Selection Committees.*

26. The above recommendation does not, however, imply that the existing procedure for the selection of primary teachers is quite satisfactory. We have received several complaints regarding the

present practices in the selection and recruitment of teachers. But we shall discuss these in detail in a later chapter.

27. *Transfers of Teachers.*—The transfers of teachers are a subject of extreme controversy in the district school boards and we are proposing, in a later Chapter, to constitute a special Transfer Committee for the same. The transfers of teachers are however, an unimportant issue in municipal areas. We, therefore, feel that in so far as municipal school boards are concerned, the transfers of teachers should continue to be a power vested personally in the Administrative Officer. But if the Government so opines, our proposals regarding the creation of a Transfer Committee in a district school board may be extended, *mutatis mutandis*, to the municipal school boards as well.

28. *Appellate Tribunal.*—The evidence laid before us was generally to the effect that the Appellate Tribunal was functioning satisfactorily. Some representatives of municipalities did demand that the Appellate Tribunal should also have a majority of non-officials. We cannot accept this view for the same reasons on which we have refused to alter the composition of the staff selection committees (see paragraph 24 above). We, therefore, recommend that no change should be made in the composition of the appellate tribunal constituted under section 24 of the Bombay Primary Education Act, 1947.

29. *Financial Powers.*—Under the existing law, the authorised municipality has all the financial powers necessary for the administration of primary education within its area. It can sanction any staff or incur any other expenditure which it considers desirable or necessary. Government has only reserved to itself the right to approve or not to approve such expenditure and the grant-in-aid from Government is given only on approved expenditure. The difficulties in respect of financial matters, therefore, relate, not to the inadequacy or otherwise of the financial powers of authorised municipalities, but to the principles on which expenditure incurred by an authorised municipality on primary education is approved or not.) This is a major issue and we are dealing with it in detail in the next Chapter.

30. *Need of prior Consultation with the Administrative Officer.*—Two other practices generally followed in the administration of the School Boards at present also came in for some criticism from the representatives of the municipalities. The first is the conditions laid down in the P. E. Rules that the school boards shall not decide any matter without obtaining the remarks of the Administrative Officer in writing on the proposal. It was argued that this is an unwanted restriction on the authority of the school boards and that the Administrative Officers often delay matters by postponing

to offer their comments. We cannot agree with this view. In the interests of good administration, it is absolutely essential for the board to consult the Administrative Officer before taking a final decision on any subject. This does not place any restriction on the powers of the Board because it is free to take any decision *after* the Administrative Officer is given an opportunity to offer his best advice. It was not possible for us to find out whether matters were often deliberately delayed by Administrative Officers under these rules. Even if such instances do occur, they cannot be taken as a justification for the abolition of this healthy procedure. We suggest that the Administrative Officers should be instructed to see that they offer their remarks on the proposals referred to them as early as possible. We also suggest that due notice should be taken if any unusual or unjustifiable delays made by an Officer are brought to the notice of the Director of Education by the school boards.

31. *Procedure in Cases where School Boards Exceed their Powers.*—The second complaint was that the administrative officers often refuse to execute the resolutions of the school boards on the ground that they are *ultra-vires* of the board or that they are contrary to the Primary Education Act, to the Rules and Regulations made thereunder; or to the directives of Government. That such resolutions are occasionally, passed by the school boards, was it admitted by the representatives of the municipalities. But they contended that, in such instances, the Administrative Officer who is really a servant of the school board becomes an officer superior to it, that he reports the matter to the Director of Education *direct* and that he stays the execution of the resolution of the school board until the orders of the Director are received. It was also contended that the orders of the Director of Education on such issues are often inordinately delayed. The claim of the representatives of the school boards was that, in such cases, the administrative officer who is a servant of the board shall execute the resolution of the board unconditionally and that, if necessary, the Director of Education and the State Government may later on take such action as they deem fit and may even supersede the board. We cannot agree to this suggestion because we feel that the prevention of a wrong act in time is preferable to any remedial or punitive action taken at a later date. We have, therefore, discussed this matter in detail with the representatives of the municipalities and tried to work out an alternative procedure which would be more in keeping with their demands. We feel that if the procedure to be adopted in such cases is changed on the lines given below, the municipalities would not press their point.—

(a) Whenever an Administrative Officer is of opinion that the order of the Chairman or a resolution of the school board is in excess of the power conferred by, or contrary to, the Bombay

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Primary Education Act, 1947, or the rules or regulations made thereunder, or the general directives of Government, or is otherwise unlawful, he shall refer the matter back to the school board for re-consideration along with a report in which he shall state the reasons for reconsideration in detail.

(b) If the Board persists in its view, the Administrative Officer shall submit a full report to the Director of Education for necessary orders under section 51 of the Act. When such a report is made to the Director of Education, the Board shall not press the administrative officer for immediate execution of the resolution.

(c) Within thirty days of the receipt of the report made by the Administrative Officer under (b) above, the Director of Education shall either give his final decision on the points raised by the Administrative Officer or shall issue an interim stay order to the board prohibiting it from proceeding further in the matter until the final orders on the subject are issued. If such stay order is issued, the board shall not execute its resolution until the final orders of the authority concerned are received.

(d) If no decision or an interim stay order is received from the Director of Education within thirty days of the receipt of the report made by the Administrative Officer, the board shall reconsider the matter and take such decision as it deems fit in a meeting specially convened for the purpose. When this is done, the Administrative Officer shall be under an obligation to carry out the final decision of the school board.

(e) The powers of the Director of Education in this respect should preferably be delegated to the Deputy Director of Education of the Division concerned.

We feel that there should be no administrative difficulty in accepting the above procedure. The only compulsion that it places upon the Director or the Deputy Director of Education is that he shall either dispose off the case within thirty days or issue an interim stay order. We feel that it should not at all be difficult to comply with this requirement and that if any officer fails to do so, the responsibility for the consequences would lie upon him and not upon the school board or the Administrative Officer.

32. *General considerations regarding Increase of Powers.*—No further issues were raised before us in respect of increasing the powers of the municipal school boards or authorised municipalities. Before turning to the next problem, however, we would like to clarify our stand on one fundamental issue. We have made it clear that the Administrative Officer of the municipal school board shall be a servant of the State Government. The increase in the powers of the municipal school boards which we have recommended

is based on this assumption. But if this position were not to be accepted, we would like to make it clear that we would not recommend any increase in the powers of the municipal school boards. On the other hand, we may even be constrained to reduce the existing powers as well. *We would, therefore, re-emphasize our recommendation that the Administrative Officers should belong to the cadre of the State Education Department and that, subject to this condition, Government should be very sympathetic in considering an increase of powers of the municipal school boards.*

33. We would also like to make an appeal to the municipalities themselves. They should not think that conferring of the status of a Government servant on the Administrative Officers implies any reflection on their capacity to administer primary education. Even the State Governments are required to work through a cadre of officers belonging to the Indian Administrative Service which is controlled by the Central Government. This arrangement does not reflect in any way upon the efficiency of the State Government, but is accepted as a necessary part of the checks and counter-checks which are essential for good administration under a democracy. In accepting a cadre of the Administrative Officers who are the servants of the State Government, therefore, the authorized municipalities are exactly in the same position as the State Governments who have accepted a cadre of the Indian Administrative Service. It would, therefore, be desirable that all controversies on this issue should be finally closed.

CHAPTER X.

ADMINISTRATION OF PRIMARY EDUCATION UNDER THE AUTHORIZED MUNICIPALITIES :

GRANTS-IN-AID.

In this concluding Chapter devoted to the study of the problems of the administration of primary education under authorized municipalities, we shall discuss all financial issues, viz., (1) The historical development of the system of financing primary education in urban areas including the evolution of the principles of grant-in-aid from State revenues, (2) the existing arrangements for the financing of primary education, (3) proposed arrangements regarding the municipal contribution to the Primary Education Fund, (4) the defects of the existing system of grant-in-aid from State revenues along with the proposals of reform, (5) the problem of fees, and (6) the problem of buildings for primary schools.

2. *Historical.*—The history of the finance of primary education in the urban areas of the old Bombay State can be briefly told. The first stage in this history is that the entire cost of primary education was borne by the State Government. As is well-known, Government began its drive for the expansion of primary education in urban areas shortly after 1820 when there was no law for the establishment of municipalities. By 1850 when the first Act for the establishment of municipalities was passed, a system of Government primary schools had come to be established in almost all towns. It was, therefore, found convenient to continue this system, especially as there was no desire to burden these infant local bodies with the rapidly increasing expenditure on primary education. In 1863, the local fund cess was levied in rural areas and this gave rise to the demand that the towns also should raise some local funds for primary education. Consequently, in 1865 Government *permitted* the municipalities to make some contribution to Government towards the expenditure incurred by it on the provision of primary education within their areas. In 1869, the District Local Boards were established and they were given the authority to administer all the primary schools within the district, including those within municipal limits, and consequently, the voluntary municipal contributions for primary education were transferred to District Local Boards.

3. This arrangement was in force from 1869 to 1884. The main evil discovered at this time was that the municipalities did not make an adequate contribution. Primary education was more developed in cities than in rural areas and hence a very large part of the expenditure of District Local Boards was spent within the urban areas ; but as the contributions of municipalities were very low, a large part of the local fund cess, which was raised in villages

for the education of rural children, came to be actually spent in towns. The Department began to protest strongly against this injustice as early as 1875 and demanded that the municipalities should be *compelled* to give an adequate contribution. This plea was supported by the Indian Education Commission of 1882 which observed :

“The complaint has been made that the local fund is properly a rural fund, and should be spent on the villages which contribute it, and not in the towns which only contribute a very small proportion of the cess. Several witnesses of great experience have urged that there should be a redistribution of the financial burden of supporting primary schools, which would set free for rural education funds paid by rural Districts and now appropriated by municipalities. Their view is supported at considerable length by the Bombay Provincial Committee. Other witnesses have in the same sense argued that the time has arrived when municipal boards must be compelled to make more adequate provision for primary education out of the funds at their disposal” (Page 154).

The Commission, therefore, recommended that (1) each municipality should be authorized to conduct and supervise all the primary schools within its area, (2) that it should maintain a separate Primary Education Fund of its own, (3) that it should assume of all financial responsibility for primary education within its area, and (4) that Government should give it a grant-in-aid at not more than one-third of the total expenditure. These recommendations were accepted by Government in 1884. Government Resolution, Educational Department, No. 1204 of 15th July 1884 observed :

“In the early years of the Department, primary schools were most easily established in towns, and thus it has happened that by far the greater part of the primary schools in towns are maintained as local cess schools and their receipts and expenditure are included in the District Local Fund Budgets. This position would have presented no difficulty if the local contributions of the towns, which are credited to the District Local Fund, had been proportionate to the local contributions of the villagers in the shape of the educational cess. But the maintenance of this proportion has not been enforced, the municipal communities have not been very ready to make voluntary contributions for schools and the result is that while the District Municipalities put into the District Educational Funds Rs. 1,14,685 consisting of the fees of the primary schools in municipalities, the local cess levied within municipal limits and contributions from municipal funds, in short, every receipt for which they can claim credit, they draw out from the District Funds in support of their schools no less than Rs. 3,38,232.

“2. The difference between these two sums, viz., Rs. 2,23,547 per annum, is a charge on the District Local Funds, to a small part of which only the municipalities have any right. The municipal

population being about 1/8th of the whole population of the districts its proper share of the Provincial grant, Rs. 2,58,900 is only Rs. 31,211 per annum. If this sum is added to the local assets of the municipalities (Rs. 1,14,685), and the total deducted from the sum drawn by the municipalities from the District Funds, it is found that the municipalities obtain from those funds Rs. 1,92,336 per annum to which they are in no way entitled, and unjustly withdraw that sum from its proper object, viz., the support of rural primary schools.

"3. The Local Funds applicable to rural primary instruction are now wholly appropriated and it is most necessary that this diversion of funds should be redressed. But if the municipalities are required to surrender the difference between the sum which they receive and the sum to which they are entitled, they will have to substitute funds of their own to the yearly amount of Rs. 1, 92,336.

"4. His Excellency-in-Council has no hesitation in deciding that this surrender must be made. But having regard to the desire expressed by His Excellency the Viceroy-in-Council that the extension of Local Self-Government should not be attended by a large increase of local taxation, he has anxiously considered how this restitution may be prevented from bearing too heavily upon municipal resources.

"5. The only practicable expedient appears to be that Government should share in the burden by providing a share of the funds to be substituted. The total cost of the Municipal primary schools supported by the District Funds has been shown to be Rs. 3,38,232. The principle has been generally accepted that the Government may properly contribute a sum equal to half the local asset, or one-third of the total cost of aided schools managed by local bodies. If this principle be applied, the Government grant to Municipal primary schools will be Rs. 1,12,000 yearly in round numbers. The rest of the cost should be undertaken by the municipalities, viz. Rs. 2,26,232. Their present local assets amount to Rs. 1,14,685. They will therefore have to provide in addition Rs. 1,11,547, a sum equal to about 4 per cent. of their present local income.

"6. It will be necessary to allow a reasonable time for carrying this adjustment into effect, and His Excellency-in-Council proposes that the necessary steps should be taken in the course of a year after the new District Municipal Act comes into force. At the end of the year each municipality will, as far as is practicable, be restricted to its own assets (including the local cess revenue levied on land within its limits) with the addition of a Provincial grant equal to half of those assets. The new Act empowers Government to enforce on municipalities the duty of making adequate provision for primary schools. The Provincial grant may be fixed for a term of years subject to the condition

that the local assets from all sources must never be less than double the Provincial grant. Some economy may be effected by an improved system of grants-in-aid and by utilizing indigenous schools, but any such saving may probably be turned to profitable use by increasing the number of schools which is not yet nearly adequate to the popular wants. The Municipal primary schools will be placed under the management of a school-board, subject to the supervision of the Department of Public Instruction."

4. Thus in 1884, every municipality in the State became an authorized municipality and assumed control of primary education within its area. The expenditure on primary education was mainly met by (1) fees and other sources, (2) contributions from municipal revenues which came to about 4 per cent. of their total income, and (3) Government grants at not more than one-third of the total expenditure incurred on primary education. According to the original arrangements, Government grants to municipalities were not revised annually but were fixed on a contract basis which was to be revised after a term of years. The first contract grants were sanctioned, as stated above, in 1884. They were revised in 1893 and again in 1903. In 1901, the Government of India sanctioned a recurring grant of Rs. 6,00,000 to the Government of Bombay for the expansion and improvement of primary education and in 1902-03, a non-recurring grant of Rs. 7,77,770 was sanctioned for the losses suffered on account of the plague and famine which visited the State in the last decade of the nineteenth century. The Government of Bombay took advantage of these grants and gave large non-recurring grants to Municipal and District Boards to compensate them for the losses on account of plague and famine and for increasing the rate of recurring Government grant from one-third to one-half of the total expenditure on primary education. Government Resolution, Education Department, No. 1749 of 29th August 1903, observed as follows :—

"Under the law, Local Boards and Municipalities are bound to make adequate provision for primary education within their respective areas, and in order to assist them in meeting the obligation, grants equal to one-third of the total expenditure are given from Provincial Revenues. With their resources much crippled by famine and plague the Boards have done much for primary education, and it seems to Government that further development and extension of primary education in this Presidency is not at present possible unless the resources of the Boards are supplemented by additional grants from Provincial Revenues. His Excellency the Governor-in-Council is therefore pleased to direct that from 1st September next the limit of aid to Municipal and Local Boards on account of primary education should be raised from one-third to one-half of the total expenditure."

5. This arrangement was in force till 1918. During this period, the contract grants were revised only once in 1912-13 when the amount of the grant was fixed at 50 per cent. of the expenditure incurred in 1911-12. During the first World War, however, the total expenditure on primary education increased very largely. In 1918, therefore, the system of contract grants was abandoned and the recurring grants to the municipalities began to be assessed annually at 50 per cent. of the expenditure incurred during the preceding year.

6. In 1923 the smaller municipalities were classified as non-Local Authority Municipalities. But the bigger municipalities were classified as Local Authority Municipalities and they continued to administer primary education in their areas and were aided at 50 per cent. of the total approved expenditure incurred on primary education within their areas during the preceding year. It may therefore be said that the system of financing primary education in the areas of the authorized municipalities did not undergo any change under the Primary Education Act of 1923.

7. The next change was made when the Local-Self-Government Committee recommended that the richer municipalities should be required to contribute more liberally to the cost of primary education. Accordingly, the grant to Local Authority Municipalities were fixed as follows in 1940 :—

Municipality.	Government Grant.
1. Surat and Sholapur	One-third of the total approved expenditure.
2. Other Local Authority Municipalities.	One-half of the total approved expenditure.

The Bombay Primary Education Act, 1947, made still further changes in the systems of grants-in-aid and liberalised the grants to Municipalities to some extent. The new grants fixed under this Act were as follows :—

Municipality.	Grant-in-aid.
1. Surat and Sholapur	One-third of the total approved expenditure on Voluntary education and 50 per cent. of the total approved expenditure on compulsory education.
2. Other Authorized Municipalities.	One-half of the total approved expenditure on primary education.

8. (We have given this history in some detail because it has a relevance on some of the problems that we have to face to-day. For instance, the District School Boards in Saurashtra to-day manage the primary schools in the areas of all municipalities within the district but the municipalities do not pay any contribution to them on this account. The situation here is, therefore, similar to that in Bombay in 1884) and the principles on which the orders of G. R., E. D., No. 1204, dated the 15th July 1884 were based can and should be adopted for associating the Saurashtra municipalities with the administration of primary education. Secondly, the same orders can be of use in (Marathawada where too the municipalities do not make any contribution for primary education.) Thirdly, this history shows that the system of contract grants was in force in Bombay between 1884 and 1918, that the contracts were only infrequently revised, and that the system was, therefore, ultimately abandoned in 1918 when the annual assessment of grants was done. In Vidarbha, this system of contract grants is still in force. Moreover, all the municipalities here are treated alike and no attempt was yet been made to classify them into two groups—local authority and non-local authority as was done in Bombay in 1923.) (This history, therefore, suggests that the principles of the classification of municipalities would have to be extended to Vidarbha and that the system of contract grants which is not useful in a period of rapidly increasing expenditure would have to be abandoned. Fourthly, this historical analysis also shows that (1) the bigger municipalities in the area of the old Bombay State have been authorized to administer the primary education within their areas from 1884; (2) that they have since assumed full responsibility for financing primary education within their areas and maintained a primary education fund of their own; (3) that they have been given a grant-in-aid whose rate now depends upon the financial capacity of the municipality concerned. These principles also will have to be adopted as the basis for associating the municipalities of the new regions of Vidarbha, Saurashtra and Marathawada with the administration of primary education and for determining the rates of grant-in-aid payable to them. A reference to Chapter XII will show that this has been done.

9. (*Existing Financial Arrangements for the Authorized Municipalities.*—The existing financial arrangements for primary education within the areas of authorized municipalities are simple and may be described as follows :—

(1) Every Municipality maintains a Primary Education Fund of its own.

(2) There is no statutory minimum contribution for primary education prescribed, either in the municipal Acts on the Bombay Primary Education Act, 1947. But the municipal Acts makes the municipalities responsible for making adequate provision for primary education. This implies that the entire responsibility for

financing primary education within their areas rests upon the municipalities subject to the right, given to them under the Bombay Primary Education Act, 1947, to receive a grant-in-aid from State revenues.

(3) The right to charge fees or not to charge them vests in the municipality, subject to such general or special orders as Government may issue in this behalf.

(4) There is a provision in the Bombay Municipal Boroughs Act, 1925, for the levy of an educational cess. The provision is purely permissive and a few municipalities are actually utilising it at present to augment the funds available for primary education.

(5) The grant-in-aid from State revenues is based on approved expenditure.) The present system of calculating the grant-in-aid is very elaborate and defective. Its details would, however, be described in a later section.

10. *Statutory Minimum Contribution for Primary Education.*— (The municipal laws which are in force in the area of the old Bombay State do not prescribe a minimum contribution to be paid by the municipalities towards the expenditure on primary education within their areas ; nor is any such contribution made obligatory under the Bombay Primary Education Act, 1947. In so far as the authorised municipalities are concerned, we are of opinion that a statutory minimum contribution for primary education should be prescribed, either by amending the municipal laws or as a part of the new Primary Education Act that would be passed on the basis of this Report. Such a minimum contribution has already been prescribed for the Bombay Municipal Corporation under section 126 C of the Bombay Municipal Corporation Act, 1888.) As we have pointed out earlier in Chapter VI, (the public opinion in Bombay City is quite alive to the importance of primary education and the Bombay Corporation has had a splendid record of achievements in this field during the last seventy years. If it is felt necessary to prescribe a statutory minimum contribution for the Bombay Corporation also, it is obviously essential that such a minimum contribution must also be prescribed for the authorised municipalities where public opinion is not so vigilant or responsive to the importance of primary education.)

11. A reference to column 13 of the Table No. VIII(2) shows that, the percentage of the expenditure on primary education to total municipal income (excluding Government grant) varies from 6.5 in Kolhapur to 19.5 in Malegaon. The average for all the authorised municipalities is 9.2. The Kher Committee recommended that the municipalities should contribute 15 per cent. of their total income to primary education. It would not be possible to reach this target

all at once. We, therefore, (recommend that all authorized municipalities should be under a statutory obligation to contribute not less than ten or more than fifteen per cent. of their total income (excluding Government grant) for expenditure on primary education.) Government should decide from time to time, the exact rate at which the minimum contribution shall be payable.) For the present the rate should be ten per cent. only. (This will not throw any heavy burden on the authorised municipalities. It will, however, recognise an important principle and ultimately pave the way for raising the minimum municipal contribution to 15 per cent. of the total income.)

12. As we stated earlier in Chapter VI, it has to be emphasized here that the prescription of the minimum statutory contribution does not absolve a municipality from its residuary responsibility to finance primary education within its area. The theoretical position since 1884 has been that each authorized municipality is legally responsible for financing all the primary education within its area, subject of course to its right to receive a grant-in-aid from the State revenues and there is no intention to alter this position in any way. It is also not intended to make the municipal contribution uniform everywhere. In several instances, the municipalities have shown a healthy rivalry in providing facilities for primary education. We hope that this competition in public interest will continue and that several municipalities will come forward to contribute a much higher percentage than the minimum prescribed. (The only object of the proposed legislation to prescribe a minimum contribution is partly to ensure that no municipality should grossly neglect its responsibilities in primary education, and partly to secure the implementation of a minimum programme in every municipal area.

13. *Grant-in-aid.* (Since the highest grant-in-aid payable to an authorized municipality at present is 50 per cent. of its approved expenditure and since all expenditure incurred is never approved, the municipal contribution to primary education is the largest and most important source for financing primary education in the areas of authorized municipalities. Next in order of importance comes the grant-in-aid from State revenues) to the consideration of which we shall now turn.

14. *Surat and Sholapur.*—As stated above in paragraph 7, Surat and Sholapur are the only two municipalities in which a distinction is made at present between the grants-in-aid on account of voluntary and compulsory education—they got grants at one-third on voluntary education and one-half on compulsory education. We have already stated in paragraph 8 of Chapter VII that such distinctions merely create complications and bring no advantage in return. Moreover, compulsory education is now introduced in all the areas of these municipalities so that the voluntary education has really ceased to exist and, in consequence, the present system of accounts

under which separate figures have to be given for voluntary and compulsory education has become cumbrous, unrealistic and unworkable. We have, therefore, already recommended that this distinction between voluntary and compulsory education grants should be done away with in the case of Nagpur, Ahmedabad and Poona Corporations. We now recommend the extension of the same principle to Surat and Sholapur also.

15. What should be the rate for the new consolidated general purposes grant to Surat Municipality? The following table shows the grant-in-aid due to it during the last few years :—

TABLE No. X (1).

Grant-in-Aid to Surat Municipality.

Year.	Total expenditure on primary education.	Grant-in-Aid due to the Municipality.	Percentage of grant-in-aid due to total expenditure.
	Rs.	Rs.	Rs.
1950-51 ...	7,99,723	3,60,840	45·1
1951-52 ...	8,56,128	4,07,222	47·5
1952-53 ...	8,95,284	4,14,600	46·3
1953-54 ...	9,36,710	4,42,916	47·2
1954-55 ...	8,59,197	4,03,317	46·9
1955-56 ...	8,85,861	4,26,638	48·1
1956-57 ...	9,46,289	4,46,876	47·3
Total ...	61,79,192	29,39,409	47·5

It will be seen that we are actually paying a grant-in-aid at the rate of 47·5 per cent. of the total expenditure to the Surat Municipality. In the future, it is only the expenditure on compulsory education that will grow—the expenditure on voluntary education has ceased to grow with the introduction of compulsion in all areas and as it is to be aided at 50 per cent., the rate of grant-in-aid to the Surat Municipality will increase automatically and approximate to 50 per cent. We, therefore, recommend that Surat Municipality should be aided, in future, at 50 per cent. of its total expenditure on primary education.

16. The Sholapur Municipality presents a different picture. The following table shows the grant-in-aid due to Sholapur Municipality during the last few years :—

TABLE NO. X(2).

Grant-in-aid to Sholapur Municipality.

Year.	Total expenditure on primary education.	Grant-in-Aid due to the Municipality.	Percentage of grant-in-aid due to total expenditure.
	Rs.	Rs.	Rs.
1950-51 ...	9,30,869	3,83,825	35·8
1951-52 ...	9,71,447	3,44,104	35·4
1952-53 ...	9,97,482	3,54,258	35·5
1953-54 ...	10,23,278	3,76,091	36·7
1954-55 ...	10,67,455	4,29,571	40·2
1955-56 ...	11,12,420	4,54,075	40·8
1956-57 ...	11,49,530	4,50,492	39·1
Total ...	72,52,481	27,92,416	38·5

It will be seen that the grant-in-aid actually paid to the Sholapur municipality is only 38·5 per cent. This raises an interesting issue—why does the Sholapur municipality get a lower rate of grant-in-aid in practice when the theoretical basis of grants is the same for Surat and Sholapur ?

17. There are two answers to this problem. Firstly, compulsory education was introduced in Sholapur, only recently whereas it was introduced in Surat years ago. Hence the total amount of expenditure on voluntary education—which really means the expenditure on primary education just before the introduction of compulsory education—is much larger in Sholapur than in Surat. Secondly, the

expenditure not approved for the purposes of grant is much larger in Sholapur than in Surat as the following table will show :—

TABLE No. X (3).

Expenditure approved for purposes of grant in Surat and Sholapur.

Year.	Expenditure.	Total approved expenditure for grant.	Percentage of approved to total expenditure.
	Rs.	Rs.	Rs.
<i>Sholapur.</i>			
1950-51 ...	9,30,869	7,92,810	85.1
1951-52 ...	9,71,447	8,22,190	84.6
1952-53 ...	9,97,482	8,87,202	84.9
1953-54 ...	10,23,278	9,15,483	89.4
1954-55 ...	10,67,455	9,83,488	92.1
1955-56 ...	11,12,420	10,47,268	94.1
1956-57 ...	11,49,530	10,72,161	93.1
<i>Surat.</i>			
1950-51 ...	7,99,723	7,88,505	98.6
1951-52 ...	8,56,128	8,43,601	98.5
1952-53 ...	8,95,284	8,76,399	97.9
1953-54 ...	9,36,710	9,21,729	98.4
1954-55 ...	8,59,197	8,44,955	98.0
1955-56 ...	8,85,861	8,66,939	97.8
1956-57 ...	9,46,289	9,24,007	97.6

We feel that this system of approved expenditure is wrong and we are recommending its abolition. Even assuming, therefore, that all the expenditure now disallowed for grant in Sholapur is also approved, the actual grant-in-aid to Sholapur Municipality would be raised to about 43 per cent. only; and if we follow our practice of fixing the new consolidated grant at a percentage which is rounded off and slightly higher than the average of the grants-in-aid actually paid or were legally payable during the last few years, Sholapur would only get grant-in-aid at 45 per cent. of the total expenditure on primary education.

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18. But such a decision raises another problem: Should we make any distinction between the municipalities of Surat and Sholapur? Since 1940, they have been grouped together for purposes of grant and as we have already recommended a grant-in-aid of 50 per cent. to Surat, it is argued that the grant-in-aid to Sholapur also should be raised to 50 per cent. Secondly, the representatives of the Sholapur municipality argued with us that they were very hard hit by the low rates of grant-in-aid which they got and that the cause of primary education in the city would suffer badly if the basis of grant-in-aid was not liberalised to 50 per cent. without delay. We tried to examine the first issue and to ascertain whether Surat and Sholapur should be graded alike or differently. The past tradition since 1940 is to grade them together and we had no evidence to show that this classification is wrong. For example, consider the following figures :—

	Surat.	Sholapur.
1. Total population ...	2,22,908	2,66,009
2. Total income— ...		
(a) exclusive of Government grants.	Govern- Rs. 56,88,504	Rs. 53,39,732
(b) inclusive of Government grants.	Govern- Rs. 61,43,438	Rs. 61,25,375
3. Income (excluding Government grant) per capita of population.	25·5	20·7
4. Total number of pupils in primary schools in municipal area.	34,137	41,514
5. Percentage of pupils to population.	15·3	15·6
6. Percentage of expenditure on primary education from municipal funds to total municipal income (excluding Government grant).	8·5	12·0

It will be seen that there is no reason to make any distinction between these two municipalities on the basis of wealth and in fact, Surat is definitely richer than Sholapur. The present basis gives a lower grant-in-aid to Sholapur so that it has to spend 12 per cent. of its income on primary education while Surat spends only 8·5 per cent. The conclusion is, therefore, inescapable that the lower grant-in-aid to Sholapur Municipality is only due to the historical accident that it introduced compulsory education later than Surat. We do not feel that there is any justification for the continuance of this

inequality and recommend that the grant-in-aid to Sholapur Municipality also should be raised to 55 per cent. of the total expenditure on primary education incurred within its area.

19. There is another urgent problem in Sholapur. For some reason or the other, this municipality — and it is the only municipality in the State to take this unreasonable stand — has been unfair to private primary schools within the municipal area. Under the existing orders of Government, the Government's share of the grant payable to recognised private primary schools on the expenditure on Dearness Allowance paid to their teachers is necessarily paid; but it is left to the discretion of the Municipal School Board to pay or not to pay the Municipality's share of such grant. All the authorized municipalities in the State have been paying their share and only the Sholapur municipality is neither paying its share regularly nor paying it in full. We think that this action of the Sholapur municipality is very unfair to the private schools. We therefore recommend that the Department should take the necessary steps to see that this injustice to private schools is removed as early as possible.

20. *Approved expenditure.*—All other existing authorised Municipalities got a grant-in-aid at 50 per cent. of the approved expenditure. We do not propose any change in this rate which has been in force since 1903 and which has worked well in practice. But we do feel that the existing system of "approving" expenditure for the purpose of grant-in-aid has long outlived its utility and that it has to be abandoned without any delay. Since the problem is extremely important and a little complicated, we shall examine it in some detail.

21. Before fixing the actual amount of grant-in-aid payable to any authorized municipality, Government audits the accounts of the Primary Education Fund of the municipality. Every item of expenditure is scrutinised from two points of view. The first objective is to ascertain whether the expenditure is really educational expenditure and whether it really concerns primary education. This is a necessary check. Very often the municipalities spend large amounts on functions like opening ceremonies and receptions or utilise the Primary Education Fund for purposes not connected with primary education and we think that the present policy of Government to discourage these trends is perfectly sound. We, therefore, recommend that the present system of auditing the accounts of the Primary Education Funds of the authorized municipalities should continue and that all uneducational expenditure and all expenditure unconnected with primary education should be disallowed against the Primary Education Fund. The existing practices and principles in this regard are quite sound and we do not recommend any change in them.

22. When this part of the audit is over, we get the "total expenditure" incurred by a municipality on primary education, i.e., the

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actual expenditure incurred minus the expenditure disallowed against the Primary Education Fund. This is an essential and sound step which enables us to decide the legitimate expenditure on primary education and in fact, the expression *approved expenditure* should really have only this connotation, viz., expenditure legitimately chargeable to the Primary Education Fund. Unfortunately, a wrong practice has grown up in this respect and the actual expenditure incurred by a municipality on primary education is now broken up into two parts—

(a) Expenditure admitted against the Primary Education Fund and

(b) Expenditure admitted for purposes of Government grant.

The first part is, as stated above, not only unobjectionable but even essential. What we contend is that all expenditure admitted against the Primary Education Fund should really be treated as grantable and that it is wrong to sub-divide expenditure admitted against the Primary Education Fund into two further categories — admitted for purposes of Government grant and not admitted for purposes of Government grant. Experience has shown that the expenditure disallowed against Primary Education Fund is very small and almost negligible, while the expenditure not admitted for purposes of Government grant is very large and significant. This would become clear from the following table :—

TABLE No. X (4).

Expenditure not admitted against the Primary Education Fund and not admitted for Government grant.
(1956-57).

Name of the Municipality.	Expenditure not admitted against the Primary Education Fund.	Expenditure admitted against the P. E. Fund but not admitted for purposes of Government grant.
1	2	3
	Rs.	Rs.
Baroda ...	300	66,447
Nadiad ...	Nil	5,869
Jalgaon ...	Nil	24,598
Broach ...	453	16,007
Godhra ...	Nil	7,854
Dhulia ...	23	36,063
Kolhapur ...	Nil	38,433
Satara ...	12	6,372
Nasik ...	Nil	18,489
Amalner ...	29	7,689
Malegaon ...	Nil	64,352
Ahmednagar ...	21	27,237
Barsi ...	Nil	28,373

The main problem, therefore, is to determine (a) whether this system of not admitting expenditure for Government grant even when it is admitted against Primary Education Fund is sound, (b) the nature and extent of the evils that arise from this practice, and (c) the manner in which it should be modified.

23. *The Concept of Approved Expenditure did not exist prior to 1923.*—On the first of these issues, we find that the expression “approved expenditure” is not defined at all in the Primary Education Act, 1947. Nor was it defined in the Bombay Primary Education Act, 1923. One has, therefore, to fall back upon the history of the problem to decide how it ever came into vogue. The oldest document on the subject is a Resolution of the Government of India, No. 60 of the Home Department, dated 11th February 1870. This is the first order of Government sanctioning a grant-in-aid to the local fund cess which was first levied in this State in some areas in 1863 and generalised in 1869. Prior to this date, the question whether the State Governments (then called Local Governments) should or should not give a grant-in-aid to the local funds for primary education was still a subject of controversy and the above order of the Government of India directed not only that such grant-in-aid should be given, but also suggested the basis on which they were to be calculated. It is so important an order that we quote it below in *extenso* :—

“2. The Governor-General-in-Council therefore considers it desirable to explain on what principle it will be permissible to assign, from the sums allotted for educational purposes, grants-in-aid to schools for primary education, and it will rest with the Local Governments, under the new system of financial control, to determine in what localities and to what extent such grants shall from time to time be made.

3. It has been repeatedly declared by the Secretary of State that it is a primary duty to assign funds for the education of those who are least able to help themselves, and that the education of the masses therefore, has the greatest claim on the State funds. The Government of India desires to maintain this view, but the Grant-in-Aid Rules have in practice been found so unsuitable to Primary Schools that, except in special cases, such grants-in-aid are seldom sanctioned from the General Revenues. It has, moreover, been repeatedly affirmed that we must look to local exertion and to local cesses to supply the funds required for the maintenance of Primary Schools.

4. These standing orders may seem inconsistent, but they really are not so. The fact is that primary education must be supported both by imperial funds and by local rates. It is not by any means the policy of the Government of India to deny to Primary Schools assistance from Imperial Revenues; but, on the other hand, no

sum that could be spared from those revenues would suffice for the work, and local rates must be raised to effect any sensible impression on the masses. This does not lessen the obligation of Government to contribute as liberally as other demands allow, to supplement the sums raised by local effort. The true policy will be to distribute the imperial funds, so far as such funds are available, in proportion to the amount raised by the people from each district.

5. The amount at present allotted for Primary Education under the several Local Administrations is small, and it is not expected that the Local Governments will in any case diminish it. On the other hand, they will have full liberty to increase the allotment, either from retrenchments in other services, or from savings in other branches of education, and it is permissible to assign, from the Provincial Grant, funds-in-aid of schools mainly supported by contributions from local cesses or municipal rates. *A rule, however, should be laid down that the State contribution is not to exceed one-half of the aggregate contributions from all other sources, or one-third of the total expenditure on education in the school concerned.*

6. There will be no objection to special exception being made in the case of poor and backward districts, where the population is large, and the rate, owing to the poverty of the people, is insufficient to give the required quota. In such districts, in the interests of civilization and peace, some special efforts have to be made for the extension of primary education, without reference to local contributions."

It will be seen from paragraph 5 of the above orders that the Grant-in-aid from State revenues was either equal to half of the "aggregate contributions from all other sources" or one-third of the "total expenditure on education in the school concerned". The implication of these orders is obvious. If the Grant-in-aid from the State revenues is based upon the local contributions from all sources, the question of *approved* expenditure does not arise at all. If it is to be related, on the other hand, to the expenditure incurred on primary education, the above orders direct specifically that the grant-in-aid was to be calculated on the "total expenditure" on education. In this case also, therefore, the question of *approved expenditure does not arise*.

24. The next reference to the Grant-in-aid from the State revenues occurs in paragraph 6 of Government Resolution, Educational Department, No. 1204 of 15th July 1884, which says that "each Municipality will, as far as is practicable, be restricted to its own assets (including the local cess revenue levied on land within its limits) with the addition of a Provincial grant equal to half of those assets* ". A little

* This Resolution is quoted in *extenso* in paragraph 3 *supra*.

later the same resolution proceeds to state that "the Director of Public Instruction should at once enter into communication with the District Municipalities on the principle that the present expenditure (on primary education) is to be maintained by a Provincial grant of one-third of the whole, the Municipalities furnishing two-thirds from local assets" (Paragraph 12). As stated earlier, these orders were the first to sanction a separate grant-in-aid for the Municipalities and it is clear from the above that they fix the grant-in-aid from the State revenues on the basis of the *whole* of the expenditure or on the basis of the local assets and that they do not raise the issue of approved expenditure.

25. The next link in this history is Government Resolution, Educational Department, No. 1749, dated 29th August 1903 which observes that "His Excellency the Governor in Council is, therefore, pleased to direct that from 1st September next the limit of aid to Municipal and Local Boards on account of primary education should be raised from one-third to one-half of the total expenditure". Here also the question of approved expenditure does not arise.

26. The next event in the history is Government Resolution, Education Department, No. 1248, dated 20th May 1912, which says :—

"The ordinary grants to Municipalities, however, were fixed as far back as nine years ago and have remained stationery since then, with the result that they now fall far short of the limit of one-half of the present *gross expenditure*. Even with the addition of the whole of the special grants, the deficiency is still nearly Rs. 1,15,000. In view of the circumstances, Government do not consider that they would be justified in calling upon the Municipalities to pay half the cost of the scheme of reform and they are accordingly pleased to direct that payment of the full amounts of the special grants already enjoyed by each of these bodies shall be continued to it, provided that the *aggregate of grant thus drawn shall not in any case exceed the prescribed limit of one-half of the gross municipal expenditure on primary education*." It will be seen from the above that the Grant-in-aid from State revenues was to be based on "the gross Municipal expenditure on primary education". Even at this stage, therefore, the question of approved expenditure was not raised in the case of Municipalities. It did not also arise in the case of the District Local Boards because the same Resolution decided to bear the entire deficit in the educational budget of the District Local Boards.*

27. The question of approved expenditure was first raised when the Bombay Primary Education Act, 1923, was passed. When this measure was under consideration, it was brought to the notice of Government that local bodies sometimes use the amount in the Primary Education Fund for purposes which are not strictly related

* The details of this will be found in Chapter XV.

to primary education, e.g. conduct of high schools or middle schools, grant of scholarships to children studying in high schools or colleges etc. The contention now put forward was that the desire for providing secondary or collegiate education was so strong in some of the local bodies that the funds originally intended for primary education were being misused or misapplied for these purposes and the expansion of primary education was being hampered. These arguments were obviously sound. They were, therefore, accepted by Government and section 13 (2) of the Act provided as follows :—

“13 (2). Nothing in this Section shall affect the claim of any local authority to any annual grant which, at the time this Act comes into operation, is being paid to it by the Provincial Government for purposes of primary education, provided that if the Provincial Government consider that the educational fund of any local authority has been or is about to be misused or misapplied, they may call upon such local authority for an explanation of such misuse or misapplication; and if not satisfied with the explanation given, may make such reduction in the grants payable to such local authority as they deem proper.”

28. It will be seen from the wording of the above section that the earlier grants given to local bodies and they were all given on the basis of *total* expenditure were to be continued unchanged and that Government could make a reduction only if it was of opinion that the educational funds were ‘misused’ or ‘misapplied’. This interpretation—and we cannot think of any other reasonable interpretation being placed on these words—will justify our contention that even when the idea of approved expenditure was first adopted, the only intention of the Legislature was to prevent the ‘misuse’ or ‘misapplication’ of the Primary Education Fund and that all expenditure admitted against the Primary Education Fund was intended to be grantable.

29. Unfortunately the rules that came to be framed under the Bombay Primary Education Act, 1923, went beyond the underlying intention of section 13 of the Act, Rule 109, for example, was worded as follows :—

“109. The Government grant under section 13 of the Act on account of recurring expenditure on Primary Education shall ordinarily be calculated as follows :—

(a) *District Local Boards.*—The Grant in any year shall not be less than the grant on account of Primary Education fixed by Government with reference to sub-section (2) of section 13 of the Act *plus* two-thirds of the difference between the total *approved* recurring expenditure on Primary Education in the

given year and the actual recurring expenditure on which the fixed grant was based.

(b) *Local Authority Municipalities*.—Grant in any year shall be half the total approved recurring expenditure on primary education in that year.

30. If the expression "approved" expenditure which occurs in these rules had been interpreted properly to exclude only the 'misuse' or 'misapplication' of the Primary Education Fund, no difficulties would have arisen. It was for this reason that there were hardly any protests against these rules in the initial stages. The general impression of all concerned was that the expression "approved" expenditure would be used only to prevent extravagance or misapplication of funds and no one ever dreamt that the word "approved" would be used to exclude such legitimate and urgent expenditure as that incurred on the opening of new schools where they were long in demand, or appointment of teachers in understaffed schools or the payment of house-rent in a drive to improve school accommodation. But as the latter events actually showed, the word "approved" became a terrible weapon in the hands of Government and was used extensively to dodge payments on legitimate expenditure of several lakhs of rupees every year. This trend was further encouraged by the financial stringency which affected this State in the world economic depression of 1929-37 and legitimate grants due to the local bodies during this period were cut very largely by interpreting the expression "approved expenditure" to suit the convenience of the moment.

31. Some extracts from the "Code Containing Orders Of Government Regulating Expenditure on Primary Education" would show how even very small items of expenditure were disallowed for the purpose of Government grant, although they were admitted against the Primary Education Fund :

"194. Expenditure incurred by School Boards on repairs to the articles of furniture lent by the Department will not be admitted for Government grant.

202. Pay of "Charka" master.

219. Grant to Municipal Teachers' Library.

222. Expenditure on Magic Lanterns by Local Authority Municipalities.

223. Expenditure on purchase of materials for Magic Lanterns by Local Authority Municipalities.

224. Expenditure on account of gardening charges in Primary Schools (in the case of Municipalities).

225. Expenditure incurred by the Boards in planting trees in school compounds.

231. Expenditure on Primary School tournaments.

249. Expenditure on handicraft exhibition."

These illustrations—and several others of the same type could be easily given—show the ludicrous side of the Code rather than its inconveniences. But the local bodies suffered a great financial loss and the progress of primary education was considerably hampered because the expenditure on the following five items was disallowed for the purpose of grant :—

(a) *Opening of new Schools.*—Government disallowed for grant all expenditure on the new schools opened by a local body unless the previous approval of Government was obtained for the same or unless such opening was subsequently sanctioned by Government. In the years following the introduction of Diarchy in 1921, there was a great demand for primary education in the rural areas and the District Local Boards had to open a large number of new schools to meet it. The population in the urban areas also was increasing very rapidly at this period and the Municipalities also had to open several new schools. But as Government did not approve the opening of several such schools on the only ground of financial stringency, the expansion of primary education was adversely affected in spite of all that the local bodies could and did do.

(b) *Appointment of Additional Teachers.*—Similarly, Government disallowed for purpose of grant all expenditure on account of teachers whose posts were not specifically sanctioned by it. The enrolment in the primary schools was increasing very rapidly at this time on account of popular awakening in the urban and rural areas. The Municipal and District School Boards had, therefore, to appoint a large number of additional teachers in existing schools. There was hardly any co-operation from Government in this respect. To begin with, a very cumbersome procedure was prescribed for obtaining Government approval for the posts of additional teachers and in several instances, Government did not accord its approval purely on financial grounds. Several hundred posts of teachers, therefore, remained unsanctioned every year, not because they were considered to be unnecessary, but because Government could not see their way to 'sanction' them on financial grounds. This was another set-back to the progress of primary education.

(c) *Rents of Primary School Buildings.*—Government also made a new rule that the expenditure incurred by a School Board on rents for school buildings in any year would be admissible for the purpose of Government grant to the extent to which it was admitted in the previous year *plus* an increase of five per cent. over it. Now the rents paid by School Boards increased very considerably during this period because of (i) the increase in the

number of schools and pupils, (ii) the desire of local bodies to replace rent-free buildings (which mostly meant temples) by rented ones—chiefly with a view to securing free access to Harijans, (iii) renting better buildings for the schools, and (iv) the rise in rents. Very often, therefore, the increase of the expenditure in rents of school buildings exceeded the prescribed limit of five per cent. and was not admitted for purpose of grant-in-aid.

(d) *Peons and other servants in schools.*—The employment of peons, watermen, sweepers or such other servants in primary schools is another matter of controversy. Such servants are very badly needed, especially in urban areas. But the general policy of Government is to disapprove the expenditure incurred on their account. All such servants who were employed prior to the transfer of the control of primary education to the local authority concerned are regarded as necessary and expenditure on their account is admitted for purposes of grants. Additional servants appointed since the transfer of control (i.e., in 1924 or 1925), have been admitted to some extent in the case of local bodies and not admitted at all in the case of others. The need of such employees in urban areas is so great and so large is the expansion that has taken place since the transfer of control, that the expenditure on such servants generally forms a very large part of the disallowed expenditure under Authorised Municipalities.

(e) *Special teachers.*—The employment of special teachers is also being discouraged by Government. In urban areas, the demand for such teachers is very great and the expenditure incurred on them is being disallowed in the same manner in which the expenditure on peons and other inferior servants is not admitted for purposes of Government grant.

32. There were several protests against his policy followed between 1923 and 1937, and consequently, the popular Government which came into power under Provincial Autonomy liberalised the grant of financial assistance to local bodies. It did not abandon, as was then demanded, the use of the expression "approved expenditure" in the Primary Education Rules; but it accorded sanction to an expenditure of several lakhs which had remained unapproved in the past. This reform brought a much desired relief to the local bodies no doubt; but the wrong use of the expression "approved expenditure" still remained.

33. The Bombay Primary Education Rules, 1949, finally granted the demand that the expression "approved expenditure" should be deleted from the Primary Education Rules. But the remedy introduced by it was even worse than the original trouble. Under the system of grant-in-aid that was now introduced, the grant-in-aid to a District School Board was equal to the entire deficit in the sanctioned budget — the power of sanctioning the budget itself being

reserved to Government. In the case of Authorised Municipalities, it was now laid down under rule 145 that "no grant shall be paid on any expenditure incurred by an Authorised Municipality in connection with primary education unless such expenditure has been sanctioned and held admissible for the purpose of grant by Government." It will be seen, therefore, that the new rules did not use the expression "approved expenditure"; but they centralised all financial authority in the hands of Government by vesting the power to sanction the budget of a District School Board in the Government and by directing that an Authorised Municipality cannot get a grant-in-aid on any expenditure which has not been "sanctioned and held admissible for the purposes of grant by Government". The earlier difficulties of the local bodies, therefore, continue even today without any material change although the use of the expression "approved expenditure" has been abandoned.

34. The following table which has been prepared for the year 1956-57 shows the extent to which expenditure incurred by Authorised Municipalities and admitted against the Primary Education Fund is still disallowed for the purpose of Government grants :—

TABLE No. X (5).
Statement showing the items on which expenditure was disallowed for purposes of grants in 1956-57.

Name of the Authorised Municipality,	Total expenditure on Primary Education.	Amount of expenditure disallowed for grants in respect of								Percentage of expenditure disallowed to total expenditure.
		Salaries and allowances of Teachers.	Rents of School buildings.	Furniture and Equipment.	Expenditure on Staff.	Magazines and Periodicals.	All other items.	Total expenditure disallowed.		
1	2	3	4	5	6	7	8	9	10	
Municipal School Boards.										
Baroda	9,92,166	115	52,287	2,809	264	802	10,470	66,747	6.7	
Nadiad	2,69,387	31	1,791	Nil.	13	14	4,020	5,869	2.2	
Jalgaon	4,14,211	257	2,138	Nil.	1,654	241	20,908	24,598	5.9	
Broach	2,44,017	3,655	241	2,174	1,934	107	8,349	16,460	6.74	
Godhra	1,62,813	238	3,201	3,554	133	54	664	7,844	4.8	
Kolhat ur	5,45,407	579	4,683	9,113	6,130	Nil.	17,928	38,433	7.04	
Satara	1,78,414	541	1,440	50	Nil.	Nil.	4,353	6,384	3.56	
Nasik	4,09,339	3,600	195	1,101	2,508	Nil.	11,085	18,489	4.5	
Amalner	1,84,815	679	Nil.	Nil.	856	181	6,002	7,718	4.1	
Malegaon	3,91,988	12,957	5,264	20,418	2,449	184	23,081	64,353	16.4	
Ahmednagar	3,52,714	242	9,562	5,155	407	Nil.	11,892	27,258	7.7	
Barsi	1,61,436	342	266	7,884	1,185	174	18,522	28,373	17.5	
Dhulla	4,11,907	1,744	3,533	265	2,510	133	27,901	36,086	8.7	
Total ..	....	24,980	84,601	52,523	20,043	1,890	1,64,575	3,48,612	....
Percentage to total disallowed expenditure.										
	....	7.2	24.3	15.0	5.7	0.6	47.2	100	....

35. It may please be noted that the statistics in the above statement are to be interpreted in the light of the following reservations :—

(a) Expenditure on suspense heads like deposits and advances repaid, and special repairs to school buildings is not taken into account in this statement.

(b) Expenditure on account of peons and special teachers disallowed in audit is shown in column 8, i.e., all other items.

(c) Expenditure subsequently admitted is taken into consideration and to that extent, the disallowances have been reduced, e.g., in Baroda Municipal School Board, Rs. 56,375 on teachers, and in Barsi, Rs. 11,537 for stationery, apparatus for schools, etc., were admitted by Government subsequently. These amounts have been left out.

(d) The higher percentage of inadmissible expenditure in the case of Malegaon (16.4) and Barsi (17.5) are mainly accounted for as under :—

	Rs.	
(i) Malegaon	11,018	Additional teachers for whom Government sanction was necessary.
	3,546	Special teachers.
	13,249	Peons in schools.
	20,418	Furniture in excess of sanctioned limit.
(ii) Barsi	12,000	Grant to Private Primary Schools disallowed for technical objections.
	5,986	Radio and Projector.
	7,864	Furniture in excess of prescribed limits.

36. The following definite conclusions can be drawn from the preceding historical narrative :—

(a) From 1870, when a system of grant-in-aid to local fund cess on account of primary education was sanctioned, to 1923, grants-in-aid were paid either on the basis of funds locally raised or on the basis of total expenditure and the concept of "approved" expenditure was not known.

(b) Section 13(2) of the Bombay Primary Education Act, 1923, first introduced the concept of 'approved' expenditure; but the expression was originally coined to prevent only a 'misuse' or 'misapplication' of the Primary Education Fund and it was still intended that all expenditure admitted against the Primary Education Fund would necessarily be grantable.

(c) Contrary to these intentions, however, a new concept of "expenditure admitted against the Primary Education Fund but not admitted for purposes of Government grant" was evolved soon after 1924. During the depression of 1929-37, this concept was even used to reduce the financial liability of Government by refusing to admit legitimate expenditure for purposes of Government grant.

(d) The Bombay Primary Education Rules, 1949, went a step further and categorically stated that approved expenditure is equivalent only to "expenditure sanctioned and held admissible for purposes of grant by Government". This new definition has merely given a legal base to a practice that was originally of doubtful legal validity; but it continues to cause hardship to local bodies and to hamper the progress of primary education. The total expenditure that is now held inadmissible for grants varies from 2.2 per cent. in Nadiad to 16.4 per cent. in Malegaon or 17.5 per cent. in Barshi.

(e) The principal items of expenditure disallowed for purposes of grant are salaries and allowances of unsanctioned teachers (7.2 per cent.), rents of schools buildings (24.3 per cent.), furniture and equipment (15.0 per cent.), supervisory and other staff (5.7 per cent.) and other items which mainly include the salaries and allowances of peons and such other inferior staff and special teachers (47.2 per cent.).

37. It is obviously not desirable to continue so defective a system of grant-in-aid. It is extremely complicated and difficult to administer. It overtaxes the Audit Department which is expected to verify every detail of expenditure, however small, from the point of view of grant-in-aid. It also leads to a good deal of avoidable and useless work in the office of the Director of Education where a big unit has to be specially maintained for the purpose of looking after the Audit Notes of the School Boards. It also affects the Local Bodies adversely and deprives them of a good deal of financial assistance which should ordinarily have been given; and finally it affects the progress of primary education itself by restricting the volume of funds available for it. *We, therefore, recommend that the existing system of giving grant-in-aid only on approved expenditure, i.e., the expenditure specially sanctioned and admitted for the purpose of grants by Government, should be discontinued forthwith and be replaced by another and a more simple method.*

38. In the replies to our questionnaire as well as in the evidence that was led before us, there was an almost unanimous demand that the existing system of giving grants only on the basis of approved expenditure should be either abandoned or simplified—a conclusion which we had already reached on the basis of the past experience of the practical administration of the system since 1923. We, therefore, tried to ascertain whether there were any definite alternatives in view. One of the most common suggestions made to us was that the only object of audit should be to ascertain whether there was any misuse or misapplications of the Primary Education Fund. But once this is done and expenditure admitted against the Primary Education Fund itself, there should be no further scrutiny or sub-division and all expenditure allowed against the Primary Education Fund should necessarily be grantable. This is not a new suggestion and it is, in fact, being discussed since 1940. The local bodies are extremely happy about it, because it ensures a grant-in-aid for all legitimate expenditure incurred by them. But Government is not able to accept it on the ground that it gives a blank cheque to the local bodies who have to incur the expenditure in the first instance and that it is very likely to surprise Government with large expenditures which have already been incurred and which Government cannot aid for mere shortage of funds. These reasons also are valid and we have, therefore, to find a new method which would (1) be fair to local bodies, (2) promote the cause of primary education, (3) be simple to administer and (4) restrict the financial liability of Government within certain predictable limits.

39. One solution of this problem is to base the grant-in-aid from State Revenues on the total expenditure incurred by Authorized Municipalities on primary education—"total expenditure" being defined as actual expenditure incurred on primary education minus expenditure disallowed against the Primary Education Fund—and also to fix a ceiling to the total amount of grant-in-aid payable. Such a system is very simple to administer. It is fair to the local bodies because they can anticipate in advance the amount of grant-in-aid that is likely to be available from the State Revenues. It is also fair to Government because it keeps the financial responsibility of the State within known limits; and it also helps the cause of primary education because it is possible to predict with reasonable certainty the finances that are likely to be available under its terms and conditions. It will be recalled that we have recommended the adoption of this system in the case of the Corporations of Bombay, Ahmedabad, Nagpur and Poona (*vide* Chapters VI and VII). It has been suggested to us that we might consider the extension of this basis to the Authorized Municipalities also. We have examined this problem in detail and have come to the conclusion that in the areas of these smaller Municipalities, it would not be desirable to adopt this basis because the existence of the ceiling on the grant-in-aid from

the State Revenues is likely to affect adversely the progress of primary education in these areas. We have, therefore, finalised another system of grant-in-aid to Authorized Municipalities whose details will be discussed in the paragraphs that follow.

40. *Grading of Municipalities.*—Barring Surat and Sholapur whose cases have been dealt with already, all the remaining 13 authorized municipalities are aided at 50 per cent., of their approved expenditure. This is of course quite reasonable. But we are now recommending that the policy of authorizing municipalities should be liberalised and that even municipalities whose population exceeds 15,000 and whose income (excluding Government grants) is not less than Rs. 3 lakhs should be classified as authorised. This recommendation implies that all the authorized municipalities will not have the same level of financial capacity. We, therefore, propose that the authorized municipalities should be divided into three groups as follows :—

Group I.—This group will consist of very rich municipalities which would be aided at 45 per cent. of their expenditure. At the moment, there is no municipality in this group.

Group II.—This group will consist of all municipalities whose population exceeds 25,000 and whose income exceeds Rs. 5 lakhs. A third criterion which may be adopted is that the municipal income (excluding Government grants) is above Rs. 15 per head of the population. These municipalities should be aided at 50 per cent. of their expenditure.

Group III.—This group should consist of all authorized municipalities which do not fall under Group II. These should be aided at 60 per cent. of their expenditure. Our reasons for this recommendation have already been stated in paragraph 19 of Chapter VIII.

41. *Types of Grants.*—Each authorized municipality should be given two types of grant-in-aid from the State Revenues :—

(a) A percentage grant on the expenditure incurred during the preceding year on the sanctioned teaching staff (this will not include special teachers) and on the grant-in-aid paid to private primary schools in the municipal areas ; and

(b) A capitation grant on the average attendance of pupils enrolled in all the recognised primary schools within the municipal area during the preceding year.

We would have been very happy if it had been possible to recommend a single general purposes grant to the authorized municipalities as we have already done for the Corporations. But we regret that, owing to the extreme complexity of the situation in this case,

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a simple solution of this type is not possible. We have therefore, recommended a double grant and that is the farthest we can go in simplifying the procedures.

42. The basic ideas and procedure underlying these proposals are the following :—

(a) The authorized municipalities will be required to obtain the sanction of Government for one item only, i.e., the number of posts of primary teachers to be appointed in municipal schools. This will not lead to any great difficulty in the day-to-day administration because the proposals for additional teachers are made only once or twice a year. Besides we are also suggesting a very simple procedure to be followed in such cases. Once the number of the posts of teachers is sanctioned, all expenditure on their account at once becomes determined, because their scales of pay, allowances, etc., are also sanctioned by Government. It is, therefore, very easy to budget for and determine the exact expenditure required for the sanctioned staff or primary teachers.

(b) Another item in the expenditure of the authorized municipalities which is very easy to control is the grant-in-aid paid to private primary schools. All these are calculated according to rules and paid by the municipal school board according to the recommendations of the Inspecting Officers.

(c) We suggest that each authorized municipality should maintain its accounts in such a way that it becomes readily possible to determine the exact expenditure incurred on these two items.

(d) The expenditure on both these items is ultimately controlled by Government because it is Government which sanctions the teaching staff and the grant-in-aid rules on the basis of which assistance is given to private primary schools. But the control is such that it does not lead to any interference in the day-to-day administration of primary education.

(e) On the net expenditure incurred on items (a) and (b) together—the expression “net expenditure” being defined to mean the difference between the actual expenditure and the recoveries due to excess payments, etc., pointed out by the Audit—the State Government should pay a grant-in-aid of 50 or 60 per cent. as the case may be. This expenditure forms the bulk of the total expenditure on primary education—about 75 per cent.—and as it is fully controlled by Government, there would be no difficulty in determining and paying the amount of grant-in-aid.

(f) The remaining expenditure is comparatively small—only about 25 per cent. of the total but it is spread over innumerable items and it is here that the detailed control of Government

becomes most irritating. We, therefore, propose that, all authority in respect of this expenditure (i.e., all expenditure on items other than the salaries, allowances, etc., of the sanctioned teaching staff and on the payment of grants-in-aid to private primary schools) should be vested in the municipalities and that the Government grant-in-aid on this account should be restricted to a flat-rate capitation grant per pupil in average attendance in all the primary schools both public and private in the area of the municipality. If this procedure is adopted, all the existing difficulties in respect of approved expenditure will disappear. For example—

(i) The municipalities are now continuously complaining that Government do not sanction adequate administrative staff and that the posts of special teachers and servants are also not sanctioned. These difficulties would not arise in future, because the authority to sanction such staff and to fix their scales of pay, etc., will be a matter entirely within the purview of the municipality concerned;

(ii) Similarly, no difficulties would arise about rents also. The municipalities would have the freedom to hire any building and the only condition attached would be that the reasonable rent as certified by an authority specified by Government in this behalf will be admitted against the Primary Education Fund;

(iii) All the detailed restrictions that are now placed on the authority of municipalities in respect of incurring expenditure on primary education would be removed. This implies that the existing "Code containing Government Orders regulating Expenditure on Primary Education" will be almost completely wiped out.

(g) The great administrative convenience that will result in giving the authorized municipalities full freedom to incur all expenditure on primary education (except for the one item of the schedule of staff of primary teachers which will need the approval of Government) can be easily imagined; and as the grant-in-aid to the municipalities on account of such expenditure will be a fixed capitation grant, the financial liability of Government also will not increase inordinately. This delegation of authority, therefore, is both administratively sound and financially convenient.

(h) This pattern of grant-in-aid is based on the fundamental concept that the percentage grants are extremely suitable for salaries and allowances and that the capitation grants are extremely useful for the non-teacher part of the expenditure on primary education. A reference to Chapter V will show that this proposal satisfies all the fundamental requirements of a good system of grant-in-aid.

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43. *Transformation to the New Pattern.*—How to make the transition from the present position to the new pattern of grant-in-aid as proposed by us is the next question. Our suggestions in this respect are as follows :—

(a) The year 1958-59 should be regarded as the last year under the old system and the new pattern should come into force everywhere from 1959-60.

(b) Since the old system of approved expenditure is now to be finally buried, we suggest that all expenditure actually incurred during 1958-59 should be treated as approved and all posts of primary teachers actually employed may be treated as sanctioned. This will enable us to start with a clean slate. As shown earlier in paragraph 34 the total expenditure disallowed for purposes of grant was Rs. 3,48,612 in 1956-57. Assuming that it will be about the same in 1958-59, the additional financial liability involved in sanctioning this expenditure will be about Rs. 1,74,306 (at 50 per cent. of the expenditure approved). This is a small amount and should be provided for by Government.

(c) This total approved expenditure should then be divided into two parts. (1) Salaries and allowances of teachers and grants-in-aid to private primary schools, and (2) all other expenditure.

(d) The average attendance of pupils in all primary schools in the municipal area in 1958-59, should also be worked out. If 50 per cent. of the other expenditure as worked out above is divided by this average attendance, we shall get the existing rate of grant-in-aid per pupil in average attendance. This should be rounded off to the next higher ten naye paise and the figure so arrived at would be the basis of capitation grant. Once this basis is fixed, the new system can start functioning.

(e) The grant for 1959-60 would then be as follows :—

(i) A grant of 50 or 60 per cent. as the case may be on all expenditure connected with the primary teachers sanctioned in 1958-59 as well as on the grant-in-aid paid to approved private primary schools within the municipal area during the same year ;

(ii) A capitation grant of the rate fixed under (d) above on the average attendance of all pupils in municipal and private schools during 1958-59.

It will be seen from the above proposals that we do not mix up the issues of (1) changing the system of grant-in-aid and (2) increasing the amount of grant-in-aid. Under the plan described above, the change over to the new system is made with the minimum financial liability, i.e., granting approval to expenditure already incurred in 1958-59. The further increase of grant-in-aid is treated

as a separate issue to be taken up ³⁰ after the change over to the new system of grant-in-aid is made. This will be dealt with later on in paragraph 49 *et seq.*

44. We give below a concrete example of the new grant-in-aid to the Jalgaon Municipal Borough to illustrate the method of the change over to the new pattern :—

	Rs.
1. Total expenditure admitted against the Primary Education Fund in 1956-57.	4,14,211
2. Expenditure included in (1) above but not admitted for purposes of Government grant.	24,598
3. Grant-in-aid admissible under the existing rules.	1,94,692
4. Analysis of the total expenditure shown in (1) above :	
(a) All expenditure connected with primary teachers and grant-in-aid to approved schools.	3,20,307
(b) All other expenditure. ...	93,647
Total ...	<u>4,13,954</u>
5. Average attendance of children in 1956-57 in :—	
(a) All municipal schools ...	8,246
(b) All recognised private schools ...	813
Total ...	<u>9,059</u>
6. Actual Rate of capitation Grant fixed under the new proposals i.e., <i>Expenditure shown in 4(b).</i> $\times \frac{1}{2}$ Total Average Attendance in all schools 5 (c).	5.17 nP.
7. Rate of Capitation Grant rounded off and increased to the nearest ten naya paisa.	5.20 nP.
8. Grant-in-aid due to the Satara Municipal Borough under our new proposals :—	
(a) Fifty per cent. of expenditure included in 4(a).	1,60,154

OR

(b) Total Average attendance shown in 5(c) multiplied by the rate of capitation grant shown in 7. 47,107

(c) Total grant-in-aid due i.e., Total of (a) and of (b). Rs. 2,07,261

9. Additional grant which the municipal borough will get i.e., item 8 minus item 3. Rs. 12,569

It will be seen that the additional Financial liability involved in these proposals is very small and is due to (i) treating all expenditure incurred as approved and (ii) rounding off the capitation grant to the nearest half rupee.

45. *Appointment of a Special Officer.*—On the lines that we have shown above for Satara, the basis of the new grant-in-aid would have to be worked out for each authorized municipality. Similarly, we are proposing a new formula for grant-in-aid to the District School Boards also*. The work involved in adopting the new bases of grant-in-aid that we are proposing is so large and so urgent that it cannot be left to the routine administration of the Department. We, therefore, propose that a special unit for the purpose should be created in the office of the Director of Education for a period of two years with effect from 1st April 1959. It should be placed under an officer (of the B. E. S. class II level) who has had a special experience of the old grants-in-aid system and who can be depended upon to understand and implement our new proposals in the proper perspective. This officer, who would work under the Joint-Director in charge of Primary Education, should be given such clerical staff as may be needed. He should preferably tour round the State and complete most of his work on the spot rather than try to deal with it through correspondence. We think that if such a unit is made to function for two years, the entire system of grant-in-aid can be overhauled and put on the new pattern.

Audit notes of the old type and the long correspondence that follows them will come to an end with 1957-58. As we have said already, 1958-59 will have to be treated as the transitional year. The audit of the accounts of this year will have to be done on the new system we are suggesting in the next paragraph and we are sure it will not lead to any long correspondences as an aftermath. Hence we recommend that it should be made a responsibility of this special officer to take summary measures and to close all the cases of the old type Audit Notes finally before 31st March 1961. In other words,

* Vide Chapter XV for details.

this special unit should, in a period of two years, perform two functions : (1) clear up all the arrears of the old system and (2) take all the measures necessary to make the new system function smoothly.

46. *Final disposal of the outstanding Audit Notes of School Boards.*—We have been able to examine this problem of the final disposal of the old audit notes of the District and Municipal School Boards in some detail. We are given to understand that very heavy arrears are pending in this respect and that some audit notes of 1937-38 also have not been finalised as yet. We, therefore, gave our earnest consideration to the causes which lead to these long delays in the disposal of audit notes and to the manner in which the procedure could be expedited in future. Our proposals in this respect may be summarised as follows :—

(1) It is very difficult to finalise audit notes by correspondence alone. We feel that the cases could be expedited very greatly if frequent conferences could be arranged between the Director of Education and his assistants dealing with the work and the Examiner of Local Fund Accounts and his assistants. At such conferences, all outstanding cases could be taken up for discussion and some agreed decisions could be conveniently and expeditiously taken. It would also be possible at these conferences to formulate the general policy to be adopted in these matters and also to revise it from time to time. We, therefore, recommend that a conference of this type should be called as early as possible by the Director of Education. Thereafter, the conferences should be repeated every Quarter until all these old cases are finally disposed of.

(2) It is also necessary that a senior Officer of the Office of the Director of Education should pay a visit to the Office of the School Board whose audit note is under consideration and try to discuss and decide the issues on the spot. We propose that the auditor who is in charge of the audits of the School Board concerned, the Administrative Officer of the Board, and a senior Officer of the office of the Director of Education who is in charge of this work should meet together at the office of the School Board itself and discuss every outstanding audit note and propose some agreed solution of the problem. If an attempt is made to evolve an agreed solution for outstanding cases at this level, all difficulties that arise later on in dealing with the problems would be greatly minimised and even eliminated altogether.

(3) We also find that the Director of Education does not have adequate authority to take final decision in cases of irregular or imprudent expenditure with the result that every case has to go up to Government and to the Finance Department for final orders.

This leads to very great delays. We, therefore, feel that Government would be well advised to delegate fairly large powers to the Director of Education in this respect so that all the old outstanding arrears may be disposed of without delay. If this is not possible for any reason, a convention may be adopted to the effect that, where the Director of Education and the Examiner of Local Fund Accounts submit an agreed proposal, Government should accept their joint recommendation and issue final orders accordingly. Even if this policy is adopted as a transitional measure, the old arrears would be cleared in a very short time.

(4) Another legal difficulty which delays the disposal of these cases is the fact that the Director of Education has no authority to pass final orders on the audit notes under the Bombay Local Fund Audit Act, 1930. As the law stands to-day, these powers are vested in the Commissioners and the Director of Education has to make his recommendations to them in all such cases. This leads to delays and we also see no reason why the Director of Education who is the head of the Department should not have this authority. We, therefore, feel that the powers which are now vested in the Commissioner, under the Bombay Local Fund Audit Act, 1930, in respect of the District Local Boards and Municipalities should be vested in the Director of Education in respect of the audit notes of the District and Municipal School Boards and the proposed Taluka School Committees and the School Committees of the non-authorised municipalities). We understand that a proposal to amend the Bombay Local Fund Act, 1930, and to extend it to other regions of the State is now under the consideration of Government. We, therefore, propose that this recommendation may please be taken into consideration at the time of this amendment.

47. *Objectives of Audit.*—Under the new system, the objectives of audit and the procedure that follows, it would be greatly simplified. Our picture of how the system would work is outlined below :—

(a) *The first objective of the audit (which would be annual) is to admit expenditure against the Primary Education Fund.* Here the general criterion to be followed is to see whether the Fund is misused or misapplied. 'Misapplication' is easy to judge and it should be interpreted to mean the application of the Fund to any purpose other than primary education. 'Misuse' is a little more difficult to define. The main object of this test is to bring to the notice of the authorised municipality (and also of the Department) cases in which imprudent expenditure has been incurred or payments have been made, either in excess or on a wrong basis. The Audit Department has had a long experience of this work and has built up a fine tradition in this field, so far. We think that it would have no difficulty, in the

light of its past experience, to detect and point out all cases of misuse of the Fund, although the word 'misuse' may not lend itself to an easy definition.

When this part of the audit is over, a list of all items disallowed against the Primary Education Fund would be available. We also presume that the audit note would set forth these items in detail, giving specific reasons for the disallowance and suggesting the appropriate action to be taken in the matter. The final decision in respect of each case should then be taken by the Director of Education in consultation with the Examiner, Local Fund Accounts. But our experience in the past shows that the cases of expenditure disallowed against the Primary Education Fund are always very few and we think that this aspect of the problem will not present any serious difficulties.

(b) *The second object of the audit should be to ascertain whether each authorized municipality has paid its prescribed minimum contribution into the Primary Education Fund.* The Audit Note should first determine the contribution due and then bring to the notice of the Department the cases where this contribution has not been paid in full. We have one specific suggestion to make in this respect. All amounts held to be a 'misappropriation' of the Fund should be deducted from the actual municipal contribution before deciding whether the minimum contribution has been paid or not. For instance, let us assume that a municipality has to pay a minimum contribution of Rs. 55,000. Let us further suppose that it has actually credited Rs. 56,000 in the Primary Education Fund. But if the audit points out that Rs. 3,000 were 'misapplied' to purposes other than primary education, it should be held that the municipality has contributed only Rs. 53,000 into the Fund and that it has to make a further contribution of Rs. 2,000. It shall be one of the duties of the Divisional Deputy Director of Education to see that the municipalities pay the prescribed contribution and the audit should help them in this.

(c) *The third object of the audit is to help in the assessment of grant-in-aid.* For this purpose, the audit note should contain the following information :—

(i) Total expenditure actually incurred during the year on the sanctioned staff of primary teachers (exclusive of over payments to be recovered);

(ii) Total of all other expenditure admitted against the Primary Education Fund; and

(iii) A statement of monthly average attendance of children attending all primary schools—whether municipal or private—in the municipal area, showing also the average attendance for the year.

On the basis of this data, the grant due to municipality can be calculated as follows—

Grant due — Fifty or sixty per cent. of the expenditure (as the case may be) shown under (i) above

and

The fixed capitation grant multiplied by the average attendance of children during the year.

We suggest that the audit note should contain provisional calculations of grant-in-aid would be finalised by the Department in due course.

(d) Lastly, the audit should assist in building up a good financial administration at the local level. For this purpose, it should also contain general observations on the efficiency with which accounts were maintained, point out the wrong procedures followed or common mistakes committed, and suggest remedies for improvement. It will be the duty of the Department to take firm action on this part of the audit note.

48. As we look at the problem, the picture outlined above would be a very great improvement over the existing situation. At present, the main point at issue is to pay or not to pay a grant and this becomes so great an obsession that no one has any time to devote to such matters as the need of improving financial administration. Under our proposals, the present emphasis on 'expenditure admitted for purposes of grant' will disappear and it would be possible to concentrate on essential matters. Moreover, the simplicity of the new basis for grant-in-aid would help in reducing the innumerable correspondences and delays that are inherent in the present system.

49. It is true that, if these proposals are adopted, several changes will have to be made in the system in which accounts of the Primary Education Fund are now maintained. We feel that it would be the duty of the Special Officer (whose appointment we have recommended in paragraph 45 *supra*) to carry out this part of the reorganisation in consultation with the Local Audit Department. It is not, therefore, necessary at this stage to examine the details of the problem.

50. *Sanctioning of Additional Teachers.*—The new basis of grant-in-aid proposed by us will need continuous action on two matters only: (i) sanctioning additional posts of teachers as needed from time to time, and (ii) revising the rate of the capitation grant periodically. We shall now proceed to discuss these problems.

In so far as sanctioning additional teachers is concerned, we find that the existing procedure is far from happy. In the first place, a local body asking for additional teachers is required to support its application (except in the case of new schools proposed to be opened) by statistics of enrolment. This implies that the application has to start in July or August after the children have come into schools. Then it takes a long time to prepare the "case" on the subject and a still longer time elapses before the sanction of the Government is received on the proposal, after the inescapable consultation with the Finance Department. Very often, the procedure of calling for applications, selection of candidates, etc. starts after the sanction is received. It is, therefore, quite a common phenomenon to find that children are huddled up into schools without teachers; and they generally have to remain without teachers for a long time until the sanctions come and the teachers can be appointed. If a local body goes ahead and appoints the teachers required, it is very often penalised because the teachers are sometimes not sanctioned at all; even when the sanction comes, it is often inordinately delayed; and occasionally, the sanction is accorded, not from the date of their appointment, but from some subsequent date e.g. the date of the Resolution granting the sanction. In the interest of primary education, we feel that this existing procedure ought to be simplified without delay and we have accordingly given our anxious consideration to the problem and discussed it with the representatives of local bodies and departmental officers. In the light of these discussions we make the following two alternative proposals :—

(a) The first proposal is that *Government should fix the ratio of pupils to teachers (e.g. 1 to 40) and sanction should be accorded to as many teachers as can be justified on this basis.* In this case, the local body would have the right to appoint teachers as and when needed and that there would be an assurance that sanction shall be given to as many posts as can be justified on the teacher-pupil ratio prescribed. This would be an ideal solution and if Government can accept it, we would ask for nothing better.

(b) The principal objection raised against the above proposal during our discussions was that it is tantamount to giving almost a blank cheque to the local bodies and that it may not be possible for Government, on financial grounds, to meet *all* the demand for additional teachers that may be made upon it. We are not convinced by this argument, because we believe that Government must somehow find the money required for additional teachers. But this is a matter which is for Government to decide. If, for any reason, Government finds that it cannot agree

to the proposal made in (a) above, we recommend that the following procedure may be adopted for the purpose of sanctioning additional teachers to authorised municipalities :—

(i) In the month of August every year, the Department should obtain an estimate of additional teachers that may be required by each authorized municipality during the ensuing year on the basis of the teacher-pupil ratio adopted by Government ;

(ii) A specific budget item based on the demand should be included in the budget and the sanction of the legislature should be requested for a specified number of additional teachers for urban areas ;

(iii) When the budget is sanctioned, i.e. before the 31st of March, the Department would know exactly the number of new teachers provided in the budget ; on this basis, the Director of Education should inform each authorized municipality in April that it has been allotted a specified number of additional teachers for the next year and that all additional posts created by it would be sanctioned subject to this ceiling and subject further to the condition that the prescribed teacher-pupil ratio is not lowered ;

(iv) This order would enable the authorized municipalities to take the necessary preliminary measures and to appoint the required additional teachers in June when the schools reopen ; and

(v) formal sanction to the number of additional posts would be given later on during the year after receipt of the necessary data from the municipalities. The authority to sanction these posts (subject to the ceiling provided by the legislature) should vest in the Director of Education who should also have the authority to allot posts allocated to one municipality but not utilised by it for one reason or other to another which may need them.

This procedure, it will be seen, does not throw any unforeseen financial liability upon Government ; but it cuts out all the red-tape involved in the present procedure and makes the additional teachers available in time. *We strongly recommend that this procedure at least should be adopted by Government in the matter of sanctioning additional teachers to authorized municipalities.*

51. *Rate of the Capitation Grant.*—The next point refers to the periodical revision of the rate of the capitation grant.

(a) When the rate of the capitation grant is fixed for the first time as described earlier, it is but natural that it may vary from one municipality to another. In the past, no thought was given

to the principle of equalising educational opportunity in sanctioning grants to authorized municipalities. Each municipality had the freedom to incur such expenditure on the non-teacher part as it chose to do and the characteristics and amount of such expenditure, therefore, vary from municipality to municipality at present. When we put these same expenditures in the new formula, we are only simplifying the procedure but not creating equality of educational opportunity. This problem will, therefore, have to be dealt with separately.

(b) *The first reform after the adoption of the new pattern is, therefore, to equalise the rates of capitation grants.*—We suggest that there should be one rate of capitation grant for each group of authorized municipalities and that it should be the same for every municipality in the same group. It is not possible for us to suggest these rates now. But we feel that this problem should be taken up by the office of the Director of Education after the new system is adopted and the levelling should be completed in a period of three years or so.

(c) *The second reform in this field is to provide a machinery for the periodical revision of the rate of the capitation grant.*—We feel that such revision should be made every three years and suggest that the work may be undertaken by the office of the Director of Education in consultation with the Divisional and State Boards of Primary Education.

52. *The Problem of Fees.*—Practically the whole of the expenditure on municipal primary schools is met from municipal contributions and grants-in-aid from State funds and we have thoroughly discussed both these sources. We shall, therefore, close this discussion by a reference to fees—the last and the least significant source of finance for municipal primary schools.

Our feeling on this subject is that the State Government should not direct the levy of fees in municipal primary schools. On the other hand, as the main responsibility of the State is to provide free primary education, it should discourage the levy of fees in municipal primary schools whenever possible. When compulsory education is introduced, primary education should necessarily be free. We also recommend that no fees should be charged in classes I—IV even in areas where compulsory education is not introduced at present, because we must encourage enrolment at this level and introduce compulsion by 1965-66. Even at the non-compulsory stage (i.e. classes V—VII), it should be left entirely to the discretion of the municipality to charge or not to charge fees. If a municipality decides to raise some money by charging fees at this level, it should be allowed to do so provided the rates of fees do not exceed those prescribed by Government, and provided further that a freeship is given to (1) every child whose parent claims

inability to pay fees, (2) to every girl, and (3) to every child from the backward classes. Government should remain indifferent in this matter and if it desires to pull any weight at all, it should pull it on the side of free primary education.

53. We are stating these policies categorically because recently Government have adopted a contrary role and forced municipalities to charge fees in classes V—VII. In exercise of the powers conferred by section 54 of the Bombay Primary Education Act, 1947, Government directed, under G. R., E. D., No. PRE/7054, of 11th May 1954, that the District School Boards should levy fees at the following minimum rates in the upper primary standards of their schools with effect from 1st June 1954 :—

Standard V.	Standard VI.	Standard VII.
Re. 0-8-0.	Re. 0-12-0.	Re. 1-0-0

The above rates, it may be noted, were the minimum monthly rates and that it was open to the District School Boards to charge fees at higher rates, if they so desired. At the same time, Government requested the Director of Education to advise the Authorised Municipalities to charge, with effect from 1st June 1954, fees in the upper primary standards of their schools at the following minimum rates or at the rates then in force, whichever were higher :—

Standard V.	Standard VI.	Standard VII.
Re. 1-0-0	Rs. 1-4-0	Rs. 1-8-0.

Government expected the Municipalities to levy fees at the minimum rates mentioned above and to augment their income thereby. Government also directed that, in the event of the failure on the part of the Authorized Municipalities to do so, Government would be constrained to reduce the discretionary grants paid to them on their expenditure on primary education to the extent of the estimated loss in fees.

54. Some School Boards made representations and requested Government to reconsider these orders. But Government declined to accede to this request and issued a circular (G. C., E. D., No. PRE/7054 of 5th August 1954) explaining fully the reasons why they issued orders for the levy of fees in upper standards of primary schools and expected all the District School Boards and the Authorized Municipalities to implement the decision regarding the levy of fees in the proper spirit. In spite of the above circular, certain Authorized Municipalities declined to levy fees in their schools at the minimum rates laid down by Government. The authorized Municipalities concerned were, therefore, again advised, in

G. C., E. D., No. PRE/7055 of 27th May 1955, to levy fees in their schools at the rates mentioned above immediately and were also informed that failure on their part to take the necessary steps would result in the reduction of the discretionary grants that would be paid to them by Government on their expenditure on primary education during the year 1955-56 to the extent of the estimated loss in the fee income. Under G. L., E. D., No. PRE/7056/57638-F of 4th October 1956 Government informed the Director of Education that reduction in grant be made from the Authorized Municipalities which failed to implement Government orders regarding the levy of fees, after obtaining an explanation from them. Consequently, all authorized municipalities except Malegaon, Kolhapur, Jalgaon, Broach and Amalner levied the fees according to Government orders. The Director of Education then enquired of Government again whether reduction in grant might be effected from these five municipalities which have not implemented Government orders inspite of repeated resuests. Government have not so far passed any orders in the matter and consequently no reduction in grant has so far been made.

55. We have given an account of this sorry episode in some detail because we do not want such things to be repeated. In the case of municipal schools, fees form a local asset and the municipalities should be left free to decide the matter finally. We also think that it is a wrong use of section 54 of the Bombay Primary Education Act, 1947, to use it for compelling local bodies to levy fees. Such action is also contrary to the preamble of the Act which states that 'it is the declared policy of Government that universal, free and compulsory education should be reached by a definite programme of progressive expansion'. We, therefore recommend that all the orders quoted above on this subject should be immediately cancelled and in order that such things may not be repeated in future, we recommend that there should be a specific provision in the Act to the effect that the right to levy fees in the primary schools conducted by the municipal or district school boards shall not in the school boards concerned.

56. *Grant-in-aid for Primary School Buildings in Urban Areas.*—So far we have discussed only the grant-in-aid for recurring expenditure. We shall now close this discussion by discussing non-recurring expenditure which is really equivalent to the expenditure on primary school buildings.

We are devoting a special Chapter, in a later part of this Report, to the detailed discussion of the Problem of school buildings; and it would be enough to state here the main conclusions reached therein :—

(a) The problem of providing good buildings to all the primary schools in the State has very large financial implications. It is, therefore, necessary to prepare a phased programme and to finance it by loans and grants-in-aid.

(b) The policy of giving grant-in-aid for Primary school buildings should be restricted to non-authorized municipalities and rural areas which will not be in a position to raise loans for the programme.

(c) In so far as the Corporations and authorized municipalities are concerned, they should be asked to finance their programmes for the construction of primary school buildings by raising loans.

(d) It would be desirable if the Government of India or the Government of Bombay were to raise long-term loans for the construction of primary school buildings and then make them available to the Corporations or authorized municipalities at as low a rate of interest as possible.

(e) The State Governments should treat the annual instalment for the repayment of such loans as recurring expenditure on primary education and admit it for grant-in-aid at the following rates :—

1	Bombay Corporation	...	...	25 p.c.
2	Ahmedabad Corporation	...	...	30 p.c.
3	Poona and Nagpur Corporations	...	...	40 p.c.
4	All authorised municipalities	...	...	40 p.c.

(f) When, it is not possible for the State Government to give grant-in-aid as specified in (e) above, the corporations and authorized municipalities concerned should be permitted to charge reasonable rent for the buildings concerned and such rent should be admitted for purposes of grant. At present, a good deal of such rent is disallowed for the purposes of grant on the technical ground that it exceeds the permissible limit of 5 p.c. increase over the preceding year. This discourages the local bodies from constructing new buildings and it is, therefore, essential to delete this rule.

We, therefore, recommend that the grants-in-aid to authorized municipalities on account of primary school buildings should be based on the above principle.

57. *Financial Implications.*—We have tried to work out the grant-in-aid that would be due to every authorized municipality in the area of the old Bombay State in accordance with the new formula proposed by us. We find that the additional financial liability involved, if full effect is given to the proposals contained in this Chapter, would be as follows :—

	Rs.
(1) Additional grant to Surat Municipality.	26,300
(2) Additional grant to Sholapur Municipality.	1,24,300
(3) Additional grants to other non-authorized Municipalities.	1,80,500
	<hr/>
	3,31,100
	<hr/>

This is a very small amount and if it is provided, the existing procedures for grant-in-aid would be very greatly simplified. We, therefore, recommend that the proposals made by us in the course of this Chapter should be adopted by Government as early as possible.

CHAPTER XI.

ADMINISTRATION OF PRIMARY EDUCATION UNDER THE NON-AUTHORISED MUNICIPALITIES.

1. *Non-authorized Municipalities.*—In the preceding Chapter we recommended that the following principles should be adopted for the classification of municipalities :—

✓(1) A municipality whose population exceeds 25,000 and whose income (excluding Government grants) exceeds Rs. five lakhs should necessarily be classified as authorised.

✓(2) If the population of a municipality is more than 15,000 and if its income (exclusive of Government grants) exceeds Rs. three lakhs but is less than Rs. five lakhs, it should still be classified as authorised if its administration is generally efficient and if it is willing to assume powers of control over primary education. In such cases, however, the grant-in-aid to the municipality should be given at a higher rate.

✓(3) All other municipalities should be classified as non-authorized.

2. It will be seen from the above that (the non-authorized municipalities shall fall into the following groups :—

(1) The municipalities whose population is more than 15,000 but which cannot be classified as authorised for one reason or the other; and

(2) The municipalities whose population is below 15000.)

(3) The cases of municipalities which fall into the first of these two categories have already been discussed in the preceding Chapter. A list of the municipalities which fall into the second category is given at the end of this Chapter as an Annexure. A reference to this table will show that all the municipalities mentioned here, with the exception of Panvel in the Kolaba District, have an income of less than Rs. three lakhs. This municipality has a population of 14,861 and an income of Rs. 3,42,637 (exclusive of Government grants). For all we can say, the population of this town has already exceeded 15,000. We, therefore, suggest that this municipality may be classified as authorised if its administration is efficient and if it is willing to assume powers of control. The grant-in-aid payable to it should then be fixed at 60 per cent. of the approved expenditure on primary education incurred within its area. All other municipalities would necessarily remain non-authorized.

3. *Historical.*—We have already shown in the preceding Chapter that every municipality in the area of the old Bombay State was made an authorised municipality in 1884. This system continued to be in force for about forty years. Then came the Bombay

Primary Education Act, 1923, which first divided the municipalities into two groups—the “local authority municipalities” and the “non-local authority municipalities”)

4. *The System of Contributions and Administration created by the Bombay Primary Education Act, 1923.* (This idea of dividing the municipalities into two groups for purposes of the administration of primary education was obviously inspired from the precedents in England where the Education Act of 1902 had divided local authorities into two groups and had given them unequal powers of control and supervision. But it must be admitted that this division was also due to two important reasons inherent in the situation. The first of these was the fact that the smaller municipalities were finding it increasingly difficult to provide their share of the expenditure on primary education; and the second was the insistence of the Department, on grounds of efficiency, that every municipality administering primary education must appoint a whole-time and properly qualified officer to supervise its schools. This implied that the number of pupils and teachers in the primary schools within the area of the authorised municipality must be large enough to justify the employment of a whole time supervisor. The conclusion was, therefore, inevitable that only the more efficient and bigger municipalities could be entrusted with the responsibility of administering primary education. All other municipalities were to be classified as “non-local authority municipalities” and were to be deprived of the powers of control over primary education. The management of primary schools within their areas was to be entrusted either to the school board of the district in which the municipalities were situated or to the school board of a neighbouring municipality which was authorised to administer its own primary schools.)

5. It has to be remembered, however, that, (under this scheme, the non-local authority municipalities did not completely lose their association with the administration.) It is true that (they lost a good deal of the authority which they formerly possessed as authorised municipalities. But even now, every non-local authority municipality was required to elect a School Committee, consisting of not less than three persons and not more than nine persons, who might or might not be the members of the municipality. This committee was vested with the general powers of supervising primary schools within the municipal area and enjoyed the same authority as was given to village school committees (*vide* Rules 123, 123-A, 123-B, 123-C and 123-D of the Bombay Primary Education Rules, 1924))

6. (The Bombay Primary Education Act, 1923, also gave a new financial deal to the non-local authority municipalities. Under the earlier arrangements, they bore the entire expenditure on the maintenance of the municipal schools in their areas and received, from

Government, a grant-in-aid not exceeding 50 per cent. of the approved expenditure. The private primary schools within their areas were directly aided by the State Government. Section 6(1) of the Bombay Primary Education Act, 1923, changed this financial arrangement and laid down that "every municipality which is not a local authority.....shall pay over annual.....to the district local board for educational purposes such amount as may from time to time be fixed by Government on the basis of the number of children of the municipal district receiving primary education from the district local board." The Rules framed in continuation of the section laid down that each non-local authority municipality shall pay a contribution which shall be calculated separately for the recurring and non-recurring expenditure as shown below :—

(a) *Recurring Expenditure*.—As a first step, the total cost per pupil in average attendance (including the cost of management and supervision) was worked out for the district school board to which the management of the primary schools within the area of the non-local authority municipality concerned was entrusted. This cost was multiplied by the average number of children who attended the local authority primary schools within the area of the municipality during the year. This gave the total cost of local authority primary schools within the municipal area. To this was added the actual amount of grant-in-aid paid to aided private primary schools in the area of the municipality during the year. Thus the total expenditure incurred on primary education within the municipal area was obtained and the contribution of the non-local authority municipality was fixed at *one-third* of this expenditure.

(b) *Non-recurring Expenditure*.—Non-recurring expenditure included expenditure on furniture, equipment, buildings, etc. The decision of Government as to what constitutes non-recurring expenditure was final. The contribution of the non-local authority municipality on account of non-recurring expenditure was to be equal to the actual non-recurring expenditure incurred within the area less Government grants received on that account. (These were not to exceed two-thirds of the expenditure and were given only if funds were available. In practice, the rate of grant was often much smaller.) ✓

7. *Defects of the System of Contributions and Administration created by the Bombay Primary Education Act, 1923*.—This system was in vogue from 1924 and 1949. For a short time, it worked fairly smoothly; but later on several defects began to be noticed. These have been stated here in some detail because it was to remedy them that a new system of contributions was evolved by the Bombay Primary Education Act, 1947.

(a) Section 6 (1) of the Bombay Primary Education Act, 1923, definitely stated that the contribution of the municipality was to be fixed on the basis of "the number of children of the *municipal*

district receiving primary education". Now the schools in all municipal areas are attended by a very large number of children from the neighbouring rural areas. In practice, it became a difficult and complicated matter to ascertain which children belonged to the municipal district and which did not. Hence, the Rules under the Act prescribed that, in fixing the municipal contribution, the *total number of children enrolled in the primary schools situated within the municipal area should be taken as the basis*. The municipalities protested against this and contended that they had no responsibility—moral or legal—for the education of children who came from outside their limits and that the contribution of a municipality should be based only on the number of children whose parents ordinarily resided within its limits and paid its taxes. But these contentions were over-ruled. Later on, even the Act was amended and section 6 (1) was made to provide that "every municipality which is not a local authority.... shall pay over annually to the said local authority for educational purposes such amount as may from time to time be fixed by the Provincial Government *on the basis of the average number of pupils on the rolls of the schools in the municipal limits receiving primary education*." This validated the rules and the practice of calculating and contribution; but the inequity of the burden still remained and the discontent against the Rules continued.

(b) It was a very difficult job to collect the contributions. The municipalities always kept on raising one issue or the other regarding the amount of contribution and went on postponing the payment on one pretext or another.

(c) The non-local authority municipalities were given representation on the school board of the authority which administered the primary schools within their areas. But the extent of this representation was limited—all the non-local authority municipalities elected one or two members to a board consisting of 16 persons. Very naturally, the elected representatives could have no idea of the local conditions in every municipality; nor could they have any effective voice in the control of the affairs of the school board. Hence a demand began to be put forward that every non-local authority municipality should have one representative on the board. This could not be granted for obvious reasons. But the refusal merely hardened the discontent of the municipalities.

(d) The district school boards which managed the primary schools and the non-local authority municipalities situated in the district were always at war. On the one hand, the municipalities were most vocal and aggressive in their demands; they continuously complained of the shortcomings in local primary schools; they asked for one amenity after another and they were extremely loud

in voicing their grievances and equally impatient in demanding a speedy redress. The district school boards generally described them as 'headaches' in comparison with the villages which were more quiet and submissive. On the other hand, the school boards usually pressed hard for the recovery of contributions which the municipalities had to pay but did not pay in time. Not infrequently, an impossible situation arose in which a school board refused to rectify some local grievances until the contribution was paid and the municipality refused to pay the contribution until the grievances were redressed.

(e) Finally, even the contributions calculated at one-third of the total expenditure on primary education incurred within municipal limits began to prove unbearable. This rate of contribution was fixed in 1924 when prices were fairly low and hence the system worked satisfactorily till 1939. During the Second World War, the cost of education increased suddenly and the smaller municipalities whose incomes did not increase in proportion began to find it difficult to pay a contribution at one-third of the expenditure. A demand, therefore, began to be put forward to reduce the rate of the contribution.

8. *Changes introduced by the Bombay Primary Education Act, 1947.*—This was the situation which the Bombay Primary Education Act, 1947, was called upon to meet. It is obvious that the fundamental defect in the system was the divorce between financial contributions and administrative responsibility and that the best way to amend the situation was to transfer some responsibility to the municipalities and to link their contributions with the exercise of that responsibility. But this was not done and the basic defect of the system remained uncorrected. The Act, therefore, attempted only a patch-work type of reform and decided to reduce the contributions. What is more, it also decided to reduce the authority delegated to these municipalities still further on the basis of the doctrine that 'power should follow the purse'. But even these decisions are not properly implemented and the net result of the Act and the Rules as they came to be finally framed was as follows :—

(a) It was decided that the contribution of the non-authorised municipalities (the old non-local authority municipalities were now given this new designation) should *not* be related to the expenditure incurred on primary education within their areas. The primary object of this decision was to eliminate all controversies regarding the difference between the 'pupils of the municipal district' and 'pupils reading in the primary schools situated in the municipal district'.

(b) It was also decided at this time that every local board should give a fixed proportion of its local fund cess (15 pies out of 36 pies) to primary education and that the entire balance of the amount

required for primary education should be provided by Government. Naturally, this decision led to a suggestion that the contribution of the non-authorised municipalities also should be fixed on the same basis. This suggestion was accepted by Government. The urban equivalent of the 'local fund cess' in rural areas was the property-tax and hence section 41 (2) of the Bombay Primary Education Act, 1947, provided that "every non-authorised municipality shall pay over annually to the district school board, or the authorised municipality as the case may be, for the purposes of primary education such proportion of the rateable value of properties in the area of municipality as may from time to time be fixed in this behalf by the State Government". In continuation of this section, Government Order, Education and Industries Department, No. 7896 of 22nd March 1949, laid down that every non-authorised municipality shall pay "5 per cent. of the rateable value based on annual letting value or 3/8 per cent. of the rateable value based on capital value" of the properties within its area as its contribution for primary education.

(c) The Municipal School Committees established under the old Primary Education Rule 123 were abolished. It was thought that this would reduce the continuous wars that were waged between them and the district school boards. It was, however, laid down that the district school boards *may* consult the non-authorised municipalities in the following matters :—

- (i) determining the location of new primary schools to be opened in the area of the municipality;
- (ii) closing primary schools in the area of the municipality;
- (iii) carrying out ordinary or special repairs to primary school buildings in the area of the municipality;
- (iv) preparing schemes for the expansion of primary education in the area of the municipality; and
- (v) taking any other action connected with primary education on which, in the opinion of the district school board, consultation with the municipality was necessary.

In short, the non-authorised municipalities were now deprived of all initiative and the only privilege given to them, in return for the heavy contribution that they had to pay, was that they would be consulted in certain matters. It should also be noted that the law did not make it mandatory upon the district school boards to consult them and even when consulted, their advice was not binding upon the district school boards. It would, therefore, be correct to say that the Bombay Primary Education Act, 1947, has deprived the non-authorised municipalities of all powers over primary education in their areas.

(d) The privilege of electing one or two representatives on the district school board which was given to the non-local authority municipalities under the Bombay Primary Education Act, 1923, was also given to the non-authorised municipalities under the Bombay Primary Education Act, 1947.

9. *Defects discovered in the working of the system created by the Bombay Primary Education Act, 1947.*—It was originally expected that this new system of contributions and administration created under the Bombay Primary Education Act, 1947, would be an improvement over the earlier conditions. But unfortunately, the actual working of the system during the last ten years has shown that it has made the situation even worse. Serious defects have cropped up in the working of the system and a stage has already been reached when another reconsideration of the question has become both necessary and urgent. We shall, therefore, describe the difficulties that have arisen in the working of this system and then proceed to discuss our proposals of reform.

(a) As was stated earlier, Government Order, Education and Industries Department, No. 7896 of 22nd March 1949, directed that "every authorised municipality shall pay over annually to the district school board or the authorised municipality, as the case may be, for purposes of primary education 5 per cent. of the rateable value based on the annual letting value of $\frac{3}{8}$ per cent. of the rateable value based on the capital value, as the case may be, of the properties in the area of such non-authorised municipalities." It was also pointed out that the underlying intention of these orders was to reduce the financial burden on the non-authorised municipalities. But when contributions were actually calculated on this new basis, it was found that several municipalities were called upon to pay much larger amounts than in the past. These municipalities naturally began to protest against the new basis and informed Government that they would prefer to go back to the provisions of the Bombay Primary Education Act, 1923, and pay a contribution equal to $\frac{1}{3}$ rd of the total expenditure on primary education incurred within their areas.) This argument was so correct that it had to be accepted.) Government Resolution, Education and Industries Department, No. 7896 of 1st August 1949 therefore, directed that "if the amount of contribution paid by any non-authorised municipality to the district school board or authorised municipality, as the case may be, in accordance with the orders issued in Government Order No. 7896 of 22nd March 1949, in any year, is in excess of what the municipality would have to pay if the rate of its contribution for primary education under the Bombay Primary Education Act, 1923, had continued to remain in force", it should first pay the contribution as determined under Government Order No. 7896 dated 22nd March 1949,

and then claim the refund of the excess amount paid by it as a grant-in-aid. The procedure for fixing the contribution of a non-authorised municipality has thus become even more complicated now than in the past. Formerly, the Department had only to calculate the contribution of a municipality at the rate of one-third of the total expenditure incurred on primary education within its area. Now it is required to calculate the municipal contribution, not only on this basis which has been subject to so many controversies in the past, but also on the additional basis of the rateable value of properties in the municipal area and then to recover that amount which is the smaller of the two. Here is another example wherein the remedy has proved to be worse than the disease itself.

(b) Even this concession given to the non-authorised municipalities was not found to be adequate in practice. (In the case of some municipalities, the contribution calculated according to the orders contained in Government Order, Education and Industries Department, No. 7896 of 22nd March 1949, was very large. In accordance with the orders contained in Government Resolution, Education and Industries Department, No. 7896 of 1st August 1949, this contribution has to be paid in the first instance, and then the excess amount is to be claimed as a refund in the form of a grant-in-aid. Consequently large amounts belonging to such municipalities were unnecessarily locked up with the district school boards. These orders, therefore, had to be relaxed still further (*vide* G.R., E.D., No. 7896 of 14th April 1950).) It is not necessary to go into the complicated procedure prescribed in this relaxation. But we are quoting this instance here to show how several unforeseen difficulties cropped up in the working of the system of contributions prescribed by the Bombay Primary Education Act, 1947.

(c) In the table given in the annexure at the end of this Chapter, the available data for 99 non-authorised municipalities in the area of the Bombay State has been given. It will be seen therefrom that the percentage of the municipal contribution to the total expenditure incurred on primary education (Column 13 of the table) varies immensely. It is the lowest at S. No. 9 Deesa Municipality where it stands at 2.5 per cent.; at S. No. 77 it is only 7.2 per cent.; at S. No. 79 it is 8.2 per cent.; and at S. No. 78 it is 9.3 per cent. These are some instances where the contribution is on the low side. But it will also be seen from the same table that the contribution of several municipalities are far in excess of the limit of 33 1/3 per cent. For example, at S. No. 24, it is 78 per cent.; at S. No. 69 it is 83.1 per cent.; and at S. No. 25 it is as high as 89.9 per cent. All these are cases where endless protests and long-drawn out cases of refunds will have to be faced. The following table shows how the amount of the contribution of a municipality is

related to the total expenditure on primary education within its area :—

TABLE No. XI (1).

Municipal contributions in relation to expenditure on Primary Education.

Percentage of the Municipal contribution fixed to total expenditure incurred on primary education within the municipal limits.			No. of Municipalities in the group.
20 or less	...	...	25
20—30	...	...	28
30—40	...	...	18
40 and above	...	...	13
Data not available	...	...	1
Contribution not fixed	...	...	14
Total			99

Of course, it is not the underlying idea of the Act to levy an equal proportion of the expenditure from all municipalities. We also realise that the proportion of the contribution should be higher for richer municipalities and lower for poorer municipalities. But the extreme variations seen in this table from 2·5 per cent. to 89·9 per cent. have no justification; and what is worse, the variations appear to be arbitrary and unrelated to the wealth of the locality. As is well known, the Bombay Municipality bears 75 per cent. of the primary education within its area. Are we to believe that Radhanapur (S. No. 25 in the table) which is called upon to pay 89·9 per cent. is richer than Bombay? We do realise that in all such cases the actual contribution to be recovered will be reduced to one-third of the expenditure. But does it not also imply that something is wrong with the basis itself?

(d) The idea underlying section 41(2) of the Bombay Primary Education Act, 1947, was to demand an *equality of educational effort* from all municipalities. Now, the educational effort of any authority is measured by the percentage of its income devoted to education. For instance, if a municipality were to spend Rs. one lakh on education out of a total income of Rs. ten lakhs, we say that its effort is 10 per cent. This was the basic idea accepted by the Act and when it was laid down that each Municipality was to pay the *same percentage* of its property taxes as a contribution for primary education, it was believed that each municipality would be making the same effort. But this assumption has proved to be wrong. The income from property taxes varies from municipality to municipality. In some municipalities, it is the main source of revenue; while in others, it forms only a minor portion of the total municipal income. The

direct consequence of this is that the amount of municipal contribution fixed on the basis of property taxes bears a proportion to the total income which varies from municipality to municipality. This will be clear from a reference to column 12 of the Table given in the annexure at the end of this Chapter. The results of this column are shown in the following table :—

TABLE NO. XI (2).

Municipal contribution vis-a-vis total Municipal Income.

Percentage of municipal contribution to total municipal income (excluding Government grant).		No. of Municipalities in the group.	
1 p.c. or less.	...	...	3
1-5 p.c.	...	...	12
5-10 p.c.	...	...	32
10-15 p.c.	...	...	15
15-25 p.c.	...	...	15
25-40 p.c.	...	...	5
Above 40 p.c.	...	...	3
Contribution not fixed.	...	...	14
		Total ...	99

There is no justification for such variations. In Deesa (S. No. 99), the contribution is 0.6 per cent. of the municipal income and in Panhala (S. No. 65), it is 266.7 per cent. of the income. Even if such ridiculous extremes are ignored, a casual glance at column 12 of the Table will still show that the present law does not create an equality of educational effort.

(e) (The net result of all these glaring inequalities is that there is a great discontent among the non-authorised municipalities. Contributions are falling in arrears.) Recently, Government wrote off the arrears of contributions from some municipalities on the understanding that they would be regular in payment in future. But the only result of this generous gesture has been to create a whispering campaign that municipalities need not pay their contributions regularly and that if they fall in arrears for a sufficient period the contributions due would automatically be written off as irrecoverable.

We do not think that the problem need be pursued further. It has to be admitted that the entire system of contributions from non-authorised municipalities created by the Bombay Primary Education Act, 1947, has been a failure and that it has to be replaced by a good system as early as possible.

(f) The abolition of the School Committees has not led to any material improvement in the situation. It is true that the non-existence of a separate body like the school committee has reduced the volume of complaints, protests, suggestions, demands etc., which used to flow into the school board offices in the past. But the municipalities, whose position is made more helpless at present, have become extremely sullen and un-cooperative. In fact, the administration of primary schools can only succeed if the local municipality and the district school board co-operate. But as things stand at present, it would be difficult to find two other local bodies between whom the relations are more strained than those between a non-authorised municipality and its district school board.

10. *Proposals for Reform.*—We convened conferences of the representatives of non-authorised municipalities, on a divisional basis, at Poona, Bombay and Ahmedabad. These were very largely attended and we were pleased to find that the non-authorised municipalities were eager to co-operate and help in the improvement of primary education in their areas. All their complaints were only directed against the existing system whose main defects, according to them, were the following :—

- (a) Inadequate representation on the district school boards;
- (b) Arbitrary and heavy contributions, and
- (c) General neglect of their primary schools by the district school boards.

In consultation with them, therefore, we have evolved a new pattern for the administration of primary education within the areas of non-authorised municipalities. In all these conferences, we discussed this pattern with the representatives and we found that our proposals were enthusiastically welcomed. In fact, when the representatives went back, they held, in some instances, district-wise conferences of non-authorised municipalities, passed resolutions in support of our tentative proposals and sent them to us. We, therefore, feel that the new pattern devised by us would improve the situation very greatly; and it is to the discussion of its details that we now turn.

11. *New basis for the Contributions of Non-authorised Municipalities for Primary Education.*—As we look at the problem, the fundamental defects in the existing system of the administration of primary education under non-authorised municipalities are two :—

- (a) The basis prescribed for the municipal contribution for primary education is unrealistic and wrong; and
- (b) the financial contribution and responsibility for executive administration are diverged from one another.

Unless these two defects are corrected, it will not be possible to improve the existing situation. Our proposals of reform, therefore, can be divided into two parts: (1) those which relate to a refixation of the contributions of non-authorised municipalities for primary education and (2) those which propose to give them some measure of authority in the administration of primary schools within their areas.

12. (On the first issue, our proposal is that the contribution of a non-authorised municipality for primary education should not be related to any single item of municipal income. The conditions vary so largely from one municipality to another that it is impossible to suggest any single tax or source of income which would have the same proportionate weightage in the total income of all non-authorised municipalities. If we desire, therefore, to insist on a minimum equitable educational effort, *we recommend that the contribution of non-authorised municipalities should be a proportion of their total income.* Such a basis would be far more just than the existing procedure of relating the contribution to property taxes or any other alternative proposal of relating it to any other tax or source of income.)

13. It is necessary to explain what we mean by the expression "the total income" of a municipality. In the first place, we would exclude all Government grants received by the municipality in arriving at the total income. We will also exclude all trust funds held by the municipality for specific purposes. When a municipality is running a secondary school or any other educational institution, all income received on account of such institutions by way of fees etc., would also be excluded. We cannot speak as experts on the problem; but we think that no other item need be excluded to determine the total annual income of a municipality as required for this purpose. *We, however, recommend that this point may be got examined by Government through the Local-Self Government Department and a clear-cut definition of the "total income" of a municipality for the purpose of assessing its contribution for primary education should be prepared.* We do not think that it would be difficult to frame a definition that would be equitable and applicable to all municipalities.

14. When the total income of a non-authorised municipality has been thus defined, *we recommend that it should be laid down that every non-authorised municipality shall maintain a Primary Education Fund of its own and that it shall credit annually into the fund, such percentage of its total income during the preceding year as may be prescribed by Government in this behalf.* The usual procedure for crediting the municipal contribution into

the Primary Education Fund would be as follows: In the month of April every year, the total income of the municipality during the preceding year should be tentatively determined on the basis prescribed by Government. The municipality should then be required to pay its contribution on the basis on this total income in four quarterly instalments payable in advance in April, July, October and January. By the time the January instalment of the contribution becomes due, the finalised figures of the total income of the municipality during the preceding year would be available and it would, therefore, be possible to determine, at this stage, the exact contribution of the non-authorised municipality for the year. Adjustments, if any, should, therefore, be made while paying January instalment of the contribution.

15. An example will illustrate the procedure that we would like to be followed in this case. Let us assume that a non-authorised municipality has to pay 5 per cent. of its total income as the contribution for primary education. Let us assume further that, in April of a given year, the tentative figures of its total income during the preceding year were calculated at Rs. one lakh. On this basis, the contribution of the municipality would be Rs. 5,000 payable in four quarterly instalments of Rs. 1,250 each. The municipality, therefore, should pay a contribution of Rs. 1,250 into its Primary Education Fund in April, July and October. By January, let us further assume, that its accounts for the preceding year have been finalised and that its total income is now fixed at Rs. 1,20,000. On this basis, the municipal contribution would be Rs. 6,000. As three instalments of Rs. 1,250 each have been paid already, the January instalment would now be fixed, not at Rs. 1,250 but at Rs. 2,250 so as to raise the total contribution to Rs. 6,000.

16. We have discussed this principle with the representatives of the municipalities, and we were glad to find that the idea of relating the municipal contribution to the total income of the municipality was welcomed everywhere. We, therefore, recommend that section 41 (2) of the Bombay Primary Education Act, 1947, should be replaced by the following:—

“Contributions of non-authorised Municipalities on account of Primary Education.—(1) Every non-authorised municipality shall maintain a primary education fund of its own.

(2) The following amounts shall be credited into the primary education fund constituted under sub-section (1) above:—

(a) such per cent. of the total income of the municipality during the preceding year as may be prescribed;

(b) fees and fines received in respect of primary schools maintained by the district school board or authorised municipality as the case may be, within the area of the municipality;

(c) the grant-in-aid received from the State Government on account of primary education; and

(d) such other sums as may from time to time be received on account of primary education.

Explanation.—The expression 'total income' of the municipality shall mean income from such sources as may be prescribed.

(3) The contribution of the municipality payable under subsection (2) (a) above shall be paid in four quarterly instalments payable in advance and calculated in such manner as may be prescribed".

17. *Constitution of School Committees by Non-authorised Municipalities.*—On the second issue regarding the grant of some powers and responsibilities in the administration of primary education, to the non-authorised municipalities, we propose that every non-authorised municipality shall be required to constitute a School Committee for supervision over the primary schools within its area. Such a Committee is obviously necessary if any executive powers are to be given to the non-authorised municipalities.)

18. (Such School Committees should consist of not less than four and not more than eight members. Half of these members should be Councillors of the municipality while the remaining half should be persons primarily interested in education (as defined by us in paragraph 6 of Chapter IX) and but elected or appointed by the municipality. The term of office of the members of the School Committee shall be two years and half the number of members will retire annually in rotation on the pattern of the Bombay Corporation which we have also adopted for the authorised municipalities.) (Vide paragraph 13 of Chapter IX). We feel that provision for such a Committee should preferably be made by an amendment of the Municipal Act itself so that the working of the School Committee will be governed by the Municipal Act, Rules and By-laws. If this is not possible or desirable, a special Section on this subject should be introduced in the Primary Education Act and the necessary Rules and By-laws for the conduct of meetings of the School Committees and the transaction of their business should be framed thereunder.)

19. *Powers and Duties of School Committees of Non-authorised Municipalities.*—The next question refers to the delimitation of the powers and responsibilities of the School Committees of non-authorised municipalities. The present law which divides all municipalities into two groups—the authorised municipalities which have very large powers and the non-authorised municipalities which have no powers at all—is based on the assumption that, in the administration of primary education, either all the powers are given or none at all. We cannot accept this view. We quite agree that

the delegation of powers to non-authorised municipality cannot be as much as in the case of an authorised municipality. It should still be possible, however, to delegate a fair amount of authority to the non-authorised municipalities also. When school committees are constituted even for the smallest villages and given some powers of supervision over and responsibility for the local primary schools, we fail to see why no powers or responsibility should be given to non-authorised municipalities. They have a fairly good personnel; their resources are much larger than those of Village Panchayats; some of these municipalities raise and administer an annual revenue of several thousands of rupees; some of them conduct secondary schools; and most of them have the support of a fairly well-awakened public opinion. Under these circumstances, it should be possible, and even desirable, to delegate a greater extent of authority to non-authorised municipalities than we do to Village School Committees. *We, therefore, strongly recommend that the School Committees of Non-authorised Municipalities should be vested with adequate powers over and responsibilities for primary schools within their municipal limits.*

20. ✓ The following is a tentative list of powers and duties that should be delegated to the School Committees of non-authorised municipalities :—

- (1) To carry out ordinary and special repairs of the buildings of municipal primary schools;
- (2) to construct new buildings for primary schools;
- (3) To acquire and maintain play-grounds;
- (4) To purchase and supply equipment to municipal primary schools;
- (5) To make adequate provision for physical education and medical inspection and treatment of children receiving primary education in all the schools situated within the municipal limits;
- (6) To make provision, wherever possible, for mid-day meals to poor and under-nourished children;
- (7) To appoint all the special teachers (e.g. for drawing, drill, music, crafts, etc.) and non-teaching staff required for the municipal primary schools and to control their services;
- (8) To make provision for drinking water and other necessary amenities required by school children;
- (9) To make adequate provision for school uniforms;
- (10) To celebrate school functions and organise school excursions or other social and cultural programmes in accordance with the instructions that may be issued by Government or the District School Board from time to time;

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(11) To exercise such supervision over the local primary schools as may be directed by the District School Board by general or special orders;

(12) To be responsible for all expenditure connected with municipal primary schools (except the salaries and allowances of the teaching staff); and

(13) Generally to exercise such powers and perform such duties as the District School Board may delegate from time to time.

21. *Financial Powers of School Committees.*—Quite obviously, if all the above functions are to be discharged satisfactorily, the School Committees would have to be given adequate financial powers and would also have to be provided with adequate funds. *On the subject of the financial powers of the School Committees, we make the following proposals—*

(1) *The School Committees should have full authority to administer the Primary Education Fund of the non-authorised municipality;*

(2) Every year, the non-authorised municipality should contribute its share to the Primary Education Fund as described earlier in paragraphs 12-16. In addition to this contribution, all fees and fines received in respect of the municipal primary schools, all grants-in-aid received from the State Government on account of primary education, and all such other sums as may from time to time be received on account of primary education should be paid into the Primary Education Fund;

(3) Every year the School Committee should prepare a budget for the Primary Education Fund and should submit it to the District School Board for approval and the Board should sanction it with or without modifications;

(4) The School Committee should have full authority to incur expenditure according to the approved budget. It should also have definite powers to sanction expenditure upto a prescribed limit and adequate powers of reappropriation;

(5) Balances remaining unspent at the end of the year should not lapse to the municipality, but should remain in the Primary Education Fund and should be available for expenditure during the ensuing year.✓

N.B.—At present, the bitterest controversies refer to special teachers. The district school boards cannot and do not appoint such teachers and it is impossible to provide them in rural areas. But the demand for them is very great in municipal areas. We are, therefore, permitting the non-authorised municipalities to appoint them if they so desire, and meet the expenditure on their account from their Primary Education Fund.

22. If such a procedure is adopted, we feel that all the requirements of the local primary schools will be made without delay and the several difficulties that are now experienced in the administration of primary schools within the areas of non-authorised municipalities will disappear. The Municipal School Committee will consist of influential local persons who would have an interest in their local schools and who would be eager and proud to improve them. They would, therefore, see that the necessary amount required for the activities of the School Committees is made available by the municipality. At present, the municipalities are unwilling to make a contribution to the district school board because they feel that they are parting with money without any advantages in return. Under the new set-up proposed by us, the municipalities will be making a contribution, not to any foreign authority, but to a Sub-Committee of their own and they would also be able to see how the funds voted by them are being utilised for improvement of the local primary schools and how they bring a direct benefit to the children of the locality. This direct relationship between the financial contribution and the authority to spend it for local purposes will stimulate the municipalities to contribute liberally for primary education and the difficulties that are now experienced in recovering the contributions will cease to exist.

23. The representatives of the municipalities with whom we discussed these proposals felt that, under such circumstances, not only would the municipalities be not unwilling to contribute to primary education, but they would even compete with each other in contributing more and would try to make their local schools as good as possible. To our mind, this is a clear indication that it is on the lines that we have proposed above that the ultimate solution of our existing difficulties has to be attempted.

24. *Financial Arrangements for the Expenditure on Primary Education within the Area of a Non-authorised Municipality.*—We now come to the last question, viz. the financial arrangements that will have to be made for meeting the total cost of primary education within the limits of non-authorised municipalities.

(a) Our first proposal in this respect is that *the State Government should provide the entire teaching staff required for the municipal primary schools within the limits of non-authorised municipalities.*—This staff would be borne on the cadre of primary teachers recruited and controlled by the District School Boards to whom the management of the primary schools within the areas of the non-authorised municipalities would be entrusted. All salaries and allowances of these teachers and all expenditure to be incurred on them for such purposes as provident fund, pension, gratuity, travelling allowance, deputation allowance, etc., will be paid for by the district school board and the non-authorised municipality will have no liability whatsoever on this account.

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(b) Our next proposal is that *the grants-in-aid to approved private primary schools within the area of the non-authorised municipalities should also be paid by the district school boards direct* and that the non-authorised municipalities will have no liability on this account also. But they may, in their discretion, sanction grants for equipment, etc. to private primary schools within their areas.

(c) These two responsibilities would be assumed by the district school boards on behalf of non-authorised municipalities and the State Government should pay a grant-in-aid to the district school boards on a hundred per cent. basis on account of these two items. These may, therefore, be regarded as a grant-in-aid in kind to the non-authorised municipalities, who will not receive any grant-in-aid in cash from the State Government for any recurring expenditure incurred on account of primary education within their areas.

(d) Consequently, *all expenditure on primary education, other than on the teaching staff and grant-in-aid to private primary schools will have to be met by the non-authorised municipalities themselves.* It is for this purpose that we have recommended the creation of a Primary Education Fund for each non-authorised municipality.

(e) The State Government should, however, sanction non-recurring grants for primary school buildings in the area of a non-authorised municipality. Such grant-in-aid should be at 40 % of the expenditure approved for the purpose.

25. It will be seen from the above details that we propose that Government shall provide only the teaching staff required for municipal primary schools and give direct grant-in-aid to approved primary schools within the area of non-authorised municipalities and that the municipalities themselves will have to shoulder the entire responsibility for financing all other recurring expenditure on primary education. As is well-known, such expenditure does not generally exceed 15 to 25 per cent. of the total expenditure on primary education. Consequently, this recommendation is tantamount to the suggestion that 75—85 per cent. of the total expenditure on primary education within the areas of non-authorised municipalities should be borne by Government and that the balance should be borne by the municipalities themselves. In addition to this, the non-recurring expenditure on primary school buildings will be shared between municipality and the State Government on a 60 : 40 basis.

26. The only difficult point about this arrangement is to ensure that every non-authorised municipality shall set aside an adequate amount to meet its liability in this respect. If this can be done, the system will work very smoothly and satisfactorily. With this object, therefore, *we recommend that a minimum statutory contribution to primary education should be prescribed for all non-authorised*

municipalities. As we have pointed out earlier, such a contribution has already been prescribed for the Corporation of Bombay. We have also recommended that this principle should be extended to all the other Corporations and the authorised municipalities and we now recommend that the same principle should be extended to all non-authorised municipalities also. Such a decision would obviously ensure that the municipal primary schools will not be deprived of the minimum funds required for their efficient working. It will, of course, always be open to every municipality to sanction a contribution in excess of the prescribed minimum. As we have stated already, the administrative set-up we are proposing would encourage the municipalities to give a good deal more than the minimum prescribed.

27. What this minimum contribution should be is the next issue. We have discussed this question with the representatives of non-authorised municipalities themselves and two important suggestions emerged out of these discussions. The first was the idea that a uniform contribution at five per cent. of the total income should be made compulsory on all non-authorised municipalities. The second was the suggestion that, instead of prescribing a uniform contribution for all municipalities, it should be graduated progressively on the basis of the financial capacity of the municipalities. It was suggested, for instance, that the contribution for primary education should be at 3 % of the total income if it is less than Rs. one lakh, at 5 % of the total income if it is more than one lakh but less than Rs. three lakhs, and at 7½ % of the total income if it is more than Rs. three lakhs. Of these two alternatives, we prefer the later. But as we are not experts as municipal finance, we recommend that Government should fix a suitable rate of contribution which should not be less than five or more than ten per cent. of their total income. It must be remembered that, according to our recommendation, the non-authorised municipalities would be required to shoulder the entire financial responsibility for primary education (except for inspection, grant-in-aid to private primary schools and teaching staff). The minimum contribution is being prescribed in order to ensure that the minimum requirements of the primary schools would, under no circumstances, be totally neglected. If, in the area of a given non-authorised municipality, a larger contribution is necessary to meet this liability in an adequate manner, the municipality concerned shall have to make that larger contribution and we feel that it would ordinarily be willing to do so. We, therefore, recommend that a minimum contribution of not less than five and not more than ten per cent. of the total income should be prescribed for all non-authorised municipalities.

28. In order to supplement this minimum contribution out of this total income, we recommend every School Committee to collect funds for primary education in other ways also. Donations and subscriptions

from the public would very often be forth-coming for improvement of primary education and the Municipal School Committees would be well-advised to strive their utmost to secure them. Similarly, it should be left to the option of the municipality to charge or not to charge fees in its primary schools in accordance with the policy laid down by Government from time to time. If a municipality decides to charge fees, the total income from fees should go to Primary Education Fund of the municipality and should be available to it for expenditure on the local primary schools. In short, we would encourage School Committees to have certain local resources of their own in addition to the compulsory municipal contribution under the Act.

29. If these two recommendations made by us are carried out, we feel that adequate provision for primary education within the areas of non-authorised municipalities would be made.

30. *The French Precedent* : Before closing this discussion, we would like to make it clear that the recommendations made above have been based on a very good international precedent, viz. the system of educational finance in France. Here, the financial responsibility for primary education is divided between the National Government and the *communes* (which correspond to our Village Panchayats or Municipalities). The National Government maintains the Inspectorate and a cadre of primary teachers. The salaries and allowances of Inspectors and primary teachers are paid by the National Government whose servants they are and the National Government provides each *commune* with as many teachers as are required for the local primary schools on the basis of the pupils enrolled in them. All other expenditure connected with the local schools is, however, to be borne by the *commune* itself. The responsibilities of the *commune* are similar to the powers and duties which we have suggested earlier for the School Committees of the non-authorised municipalities. The financial arrangements in the *commune* are also similar to what we have suggested above. Each *commune* sets aside a certain percentage of its income for expenditure on local primary schools. In addition to this, it also collects donations and contributions from local people and the National Government also gives it a small subsidy. The total income from all these three sources is pooled together and devoted to the maintenance and improvement of local primary schools. The system is working very satisfactorily and we are of opinion that the conditions which exist now in all non-authorised municipalities are very similar to those in French *communes* of a moderate size and we feel that this model would work out very satisfactorily in the areas of our non-authorised municipalities.

31. *The issue of the representation now given to the non-authorised municipalities on the district school boards* was also raised before us and the representatives of the municipalities wanted

to press their old demand that each non-authorised municipality should have one representative. But in view of the above proposals which we discussed with them, they agreed not to press the issue.

But another issue was raised afresh. In view of the fact that the non-authorised municipalities would now make no contributions to the district school boards, it was suggested that there is now no need to give any representation to them on the district school boards. We cannot accept this contention. The district school boards will still provide the teaching staff required for the primary schools in the areas of the non-authorised municipalities. We also propose that they should generally supervise the working of the school committees of these municipalities. It will also be a responsibility of the district school boards to see that the non-authorised municipalities adequately discharge their responsibilities under these proposals and to bring cases of default to the notice of the Divisional Commissioners for necessary action. *We, therefore, feel that the existing representation given to non-authorised municipalities on district school boards should continue.*

32. *Financial Implications.*—As the position stands to-day on paper, the total amount of the contributions due from non-authorised municipalities is Rs. 30 lakhs. The actual recoveries are about Rs. 21 lakhs a year. We have a feeling that the existing assessment of contributions errs on the heavy side and that it will have to be reduced to some extent. It has not been possible for us to determine exactly the extent to which they should be reduced. We have, therefore, made a general recommendation that the minimum contribution of non-authorised municipalities should be fixed at not less than 5 and not more than 10 per cent. of their total income by incorporation of a suitable section to this effect in the Bombay Primary Education Act, 1947. The exact rate of the contribution should be decided by executive orders issued by Government from time to time. We suggest that Government should examine the whole position and then give such relief to the non-authorised municipalities as it considers to be necessary.

NON-AUTHORISED MUNICIPALITIES WHOSE

Serial No.	Name of the Municipality (with District).	Population (1951).	Total Income.			
			Income excluding Government Grant.	Government Grant.	Total.	
1	2	3	4	5	6	
(1) <i>Ahmedabad.</i>						
1	Sanand	..	10,623	1,46,313	34,768	1,81,081
2	Dandhuka	..	12,250	2,29,600	25,430	2,55,030
3	Ranpur	..	8,039	39,659	6,888	46,547
4	Dehegam	..	8,042	79,990	19,159	99,148
(2) <i>Amreli.</i>						
5	Dwarka	..	9,761	1,06,476	8,316	1,14,972
6	Bet	..	3,122	29,197	2,453	31,650
7	Dhari	..	5,767	78,308	11,855	90,163
8	Okha	..	6,176	2,34,073	19,175	2,53,248
(3) <i>Banaskantha.</i>						
9	Deesa	..	19,646	1,17,540	61,406	1,78,946
(4) <i>Baroda.</i>						
10	Karjan	..	6,381	1,22,417	12,041	1,34,458
11	Sankheda	..	6,466	67,839	7,583	75,422
12	Chhota-Udepur	..	8,725	76,460	24,000	1,00,460
13	Sinor	..	8,224	43,610	5,369	48,979
(5) <i>Broach.</i>						
14	Jambusar	..	14,244	1,54,270	37,404	1,91,674
(6) <i>Kaira.</i>						
15	Mehmedabad	..	9,500	1,44,905	35,918	1,80,823
16	Kaira	..	7,716	85,629	16,165	1,01,794

XURE

POPULATION IS LESS THAN 15,000.

Total income (excluding Government grant) per head of population.	Total number of pupils attending primary schools in the Municipal area.	Percentage of pupils to population.	Amount of contribution payable under Government orders.	Total expenditure on primary education within the Municipal area.	Percentage of municipal contribution to	
					Total income (excluding Government grant.)	Total expenditure on primary education.
7	8	9	10	11	12	13
13.7	1,516	14.2	10,809	43,176	7.3	25.2
18.7	2,234	18.2	14,223	63,041	6.1	22.5
4.9	1,000	12.4	6,475	28,480	16.3	22.7
9.9	1,196	14.8	6,974	32,262	8.7	21.8
10.9	1,232	12.6	8,000	30,093	7.5	26.5
9.3	230	7.3	44,314	5,935	15.1	74.6
13.5	1,284	22.2	not fixed	26,430	....	....
37.8	770	12.4	11,799	9,750	5.0	....
11.0	1,381	12.9	733	28,152	0.6	2.5
19.1	916	14.3	9,000	17,036	7.6	52.8
10.4	898	13.8	10,000	29,881	14.7	33.4
8.7	1,243	14.2	14,500	39,809	18.9	36.4
5.3	898	10.9	10,000	31,236	22.9	32.0
10.8	2,063	14.4	28,046	62,921	18.1	44.5
15.2	1,644	17.3	10,411	43,023	7.1	24.1
11.0	1,486	19.2	10,190	38,889	11.9	26.2

Serial No.	Name of the Municipality (with District):	Population (1951).	Total Income		
			Income excluding Government grant.	Government grant.	Total.
1	2	3	4	5	6
(6) <i>Kaira</i> —contd.					
17	Dakor ..	10,572	1,15,754	18,738	1,34,492
18	Balasinor ..	13,066	96,673	12,745	1,09,418
19	Bhadran ..	6,648	47,645	8,861	56,506
20	Dharmaj ..	8,445	47,097	12,486	59,583
21	Sojitra ..	12,195	89,572	14,837	1,04,940
22	Vaso ..	8,495	67,772	12,994	80,766
(7) <i>Mehsana</i> .					
23	Kheralu ..	9,162	16,203	26,050	42,253
24	Vadnagar ..	14,513	91,252	17,724	1,08,976
25	Radhanpur ..	11,970	81,966	16,734	98,700
26	Vijapur ..	10,225	1,08,126	40,090	1,48,216
27	Mansa ..	10,733	44,500	5,500	50,000
28	Chansama ..	11,035	44,496	6,710	51,206
29	Dhinoji ..	6,067	36,449	6,974	43,423
(8) <i>Panch Mahals</i> .					
30	Devgad Baria ..	10,216	1,12,641	11,210	1,23,851
31	Lunavada ..	14,732	1,34,686	12,855	1,47,541
32	Sant-Rampur ..	5,603	52,587	9,594	62,181
(9) <i>Sabarkantha</i> .					
33	Modasa ..	10,930	84,310	13,668	97,978
34	Idar ..	7,909	78,306	15,647	93,953
35	Himatnagar ..	9,597	1,10,264	17,346	1,27,610
36	Prantiji ..	9,530	55,622	27,250	82,872

XURE—contd.

Total income (excluding Government grant) per head of population.	Total number of pupils attending primary schools in the Municipal area.	Percentage of pupils to population.	Amount of contribution payable under Government orders.	Total expenditure on primary education within the Municipal area.	Percentage of municipal contribution to	
					Total income, (excluding Government grant).	Total expenditure on primary education.
7	8	9	10	11	12	13
10.9	1,799	17.0	12,000	44,092	10.3	27.2
7.3	1,989	15.2	14,788	89,188	15.2	30.0
7.1	1,052	15.8	6,906	17,531	14.4	39.3
5.6	1,415	16.7	9,205	37,030	19.5	24.8
7.3	2,192	17.9	15,820	57,465	17.6	27.5
7.9	1,426	16.7	8,118	32,320	11.9	25.1
1.7	2,878	31.5	Not fixed	76,506	....	....
6.2	1,807	12.4	36,000	47,554	49.4	78.0
6.8	1,240	10.3	21,034	23,396	25.6	89.9
10.5	3,277	32.0	28,586	93,078	26.4	30.7
4.1	1,635	15.2	Not fixed.	36,168	....	....
4.0	1,855	16.8	9,193	51,667	20.6	17.7
6.0	949	15.6	6,176	25,373	16.9	24.3
11.0	1,767	17.3	Not fixed.	18,589	....	....
9.1	2,563	17.4	Not fixed.	29,800	....	....
9.3	1,273	22.7	Not fixed.	13,392	....	....
7.7	1,937	10.4	Not fixed.	48,361	....	....
9.9	1,070	13.5	Not fixed.	29,225	....	....
11.4	1,578	16.4	Not fixed.	30,725	....	....
5.8	1,762	18.4	Not fixed.	41,655	....	....

Serial No.	Name of the Municipality (with District).	Population (1951).	Total Income.		
			Income excluding Government grant.	Government grant.	Total.
1	2	3	4	5	6
(10) <i>Surat.</i>					
37	Rander	14,212	1,47,626	14,273	1,61,899
38	Gandevi	8,384	95,238	14,474	1,09,712
39	Vyara	9,169	1,51,973	17,180	1,69,153
40	Dharampur	6,000	47,758	7,414	55,172
(11) <i>Ahmednagar.</i>					
41	Kopargaon	11,610	2,93,000	25,000	3,18,000
(12) <i>East Khandesh.</i>					
42	Savda	11,705	1,63,288	39,866	2,03,154
43	Rawer	11,245	95,664	11,856	1,07,520
44	Faizpur	12,210	1,22,736	34,916	1,57,652
45	Yawal	14,384	1,69,950	39,907	2,09,857
(13) <i>Kolaba.</i>					
46	Alibag	8,176	72,316	12,156	84,472
47	Matheran	2,808	1,29,160	27,101	1,56,261
48	Mahad	10,267	1,86,678	11,744	1,98,422
49	Panvel	14,861	3,42,637	42,831	3,85,468
50	Pen	8,607	1,16,755	4,179	1,20,934
51	Roha Ashtami	6,880	92,567	6,201	98,768
52	Uran	8,672	1,13,523	9,615	1,23,138
53	Murud	9,744	54,823	3,275	58,098
54	Shriwardhan	10,299	54,270	6,972	61,242
(14) <i>Kolhapur.</i>					
55	Kagal	9,821	27,676	15,056	42,732
56	Kurundwad	9,744	49,582	5,056	54,638
57	Wadgaon	6,176	83,999	6,528	90,527

XURE—contd.

Total income (excluding Government grant) per head of population.	Total number of pupils attending primary schools in the Municipal area.	Percentage of pupils to population.	Amount of contribution payable under Government orders.	Total expenditure on primary education within the Municipal area.	Percentage of municipal contribution to	
					Total income (excluding Government grant.)	Total expenditure on primary education.
7	8	9	10	11	12	13
10.3	2,111	14.8	26,373	54,033	17.8	48.8
11.3	1,559	18.6	13,072	41,125	13.7	31.7
16.5	2,006	21.8	25,460	52,918	16.7	48.1
7.9	1,082	18.0	7,849	28,543	16.5	27.4
25.2	2,034	17.5	28,000	53,822	9.5	52.0
13.9	1,996	17.0	6,808	61,936	4.1	10.9
8.5	1,679	14.0	6,060	49,053	6.3	12.3
10.0	2,078	17.0	7,522	64,480	6.3	12.1
11.8	2,737	15.5	7,200	69,414	4.2	10.3
8.8	1,534	18.7	12,022	28,808	16.6	41.7
45.9	330	11.7	2,732	6,197	2.1	44.0
18.1	1,882	18.3	12,540	35,344	6.7	35.4
23.0	2,321	15.6	17,100	43,588	4.9	39.2
13.5	1,612	18.7	10,778	30,273	9.2	35.5
13.4	950	13.8	5,992	9,291	6.4	64.4
13.0	1,414	16.3	14,711	20,877	12.9	70.4
5.6	2,122	21.7	89,361	39,851	...	...
5.2	1,690	16.4	6,057	31,378	11.1	19.2
2.8	1,387	14.1	10,505	37,295	37.9	28.1
5.0	1,744	17.9	14,165	46,034	28.5	30.7
13.6	958	15.5	6,194	21,191	7.3	29.2

Serial No.	Name of the Municipality (with District).	Population (1951).	Total Income		
			Income exclusive of Government grant.	Government grant.	Total.
1	2	3	4	5	6
(14) <i>Kolhapur</i> —contd.					
58	Panhala	.. 2,573	1,076	18,425	20,101
59	Jaysingpur	.. 8,059	2,20,138	10,586	2,30,724
60	Murgud	.. 5,637	45,109	2,314	47,423
61	Malkapur	.. 3,299	28,527	1,075	29,602
62	Gadhinglaj	.. 8,546	81,430	7,563	88,993
(15) <i>Nasik</i> .					
63	Bhagur	.. 5,886	1,04,061	20,339	1,24,400
64	Igatpuri	.. 14,100	1,49,368	25,289	1,74,657
65	Nandgaon	.. 9,269	1,70,024	20,309	1,90,333
66	Sinnar	.. 13,061	1,86,387	28,103	2,14,490
67	Satana	.. 10,069	1,24,454	19,403	1,43,857
68	Trimbak	.. 4,134	2,22,703	10,338	2,33,041
(16) <i>North Satara</i> .					
69	Mahabaleshwar	.. 4,888	1,60,916	77,655	2,38,571
70	Panchgani	.. 4,538	85,870	44,503	1,30,373
71	Satara Suburban	.. 3,890	30,731	1,758	32,489
72	Rahimatpur	.. 8,055	25,540	3,802	29,342
73	Phaltan	.. 12,142	1,57,002	3,683	1,60,685
74	Mhasawad	.. 9,148	74,481	7,266	81,747
(17) <i>Poona</i> .					
75	Alandi ..	.. 2,432	35,715	22,318	58,033
76	Indapur ..	.. 4,929	42,908	10,958	53,866
77	Jejuri ..	.. 3,036	33,491	11,399	44,890
78	Junnar ..	.. 11,632	1,07,315	23,074	1,39,389
79	Saswad ..	.. 6,354	81,542	17,409	98,951
80	Sirur ..	.. 4,509	1,09,973	16,508	1,26,481

XURE—contd.

Total income (excluding Government grant) per head of population.	Total number of pupils attending primary schools in the Municipal area.	Percentage of pupils to population.	Amount of contribution payable under Govern- ment orders.	Total expenditure on primary education within the Municipal area.	Percentage of municipal contribution to	
					Total income (ex- cluding Govern- ment grant.)	Total expenditure on primary education.
7	8	9	10	11	12	13
0.6	616	23.9	4,471	14,630	..	30.5
27.3	1,297	16.0	9,267	31,657	4.2	29.2
8.0	669	11.8	5,363	17,659	11.8	30.3
8.6	861	26.0	6,515	22,727	22.8	28.6
9.5	1,432	16.7	11,169	37,015	13.7	30.1
17.6	981	16.6	4,712	26,918	4.5	17.5
10.5	1,808	12.8	16,838	53,875	11.2	31.2
18.3	2,421	26.1	10,354	66,432	6.0	15.5
14.2	2,429	18.5	9,908	67,652	5.3	14.6
12.3	2,005	19.9	13,090	50,346	10.5	25.9
53.8	786	19.0	2,564	21,568	1.1	11.8
32.9	891	18.2	19,252	23,166	11.9	83.1
18.9	647	14.1	3,584	16,018	4.1	22.3
7.9	715	18.3	3,966	15,750	12.5	25.1
3.0	1,111	13.7	10,570	28,886	41.3	36.5
12.9	2,717	22.3	12,000	70,642	7.6	16.9
8.1	891	9.7	4,230	23,166	5.6	18.2
14.6	720	29.6	2,301	19,894	6.4	11.5
8.7	980	19.8	3,140	27,077	7.3	11.5
11.0	665	21.9	1,327	18,374	3.9	7.2
9.2	2,077	17.8	5,233	55,910	4.8	9.3
12.8	1,891	29.7	4,130	49,987	5.0	8.2
24.3	1,035	22.0	6,639	28,597	6.0	23.2

Serial No.	Name of the Municipality (with District).	Population (1951).	Total Income.		
			Income excluding of Government grant.	Government grant.	Total.
1	2	3	4	5	6
(17) Poona—contd.					
81	Dhond	9,947	1,99,217	19,516	2,18,733
82	Talegaon Dabhade ..	9,779	89,375	24,373	1,13,748
83	Bhor	7,393	73,634	9,703	83,337
(18) Ratnagiri.					
84	Khed	6,477	3,43,461	29,850	3,73,311
85	Sawantwadi	12,451	1,34,153	....	1,34,153
86	Rajapur	8,023	95,776	6,769	1,02,545
87	Vengurla	12,717	1,12,679	21,564	1,34,243
(19) Satara South.					
88	Tasgaon	12,915	1,21,021	12,375	1,33,396
89	Ashta	12,374	39,568	16,811	56,379
90	Vita	9,296	78,919	6,227	85,145
(20) Sholapur.					
91	Dudhani	6,106	56,648	5,214	61,862
92	Mangalwedha	6,266	70,964	12,234	83,198
93	Karmala	8,208	99,024	31,244	1,30,268
94	Kurduwadi	10,812	1,26,033	17,590	1,43,623
95	Sangola	7,697	68,477	11,885	80,362
(21) Thana.					
96	Jawhar	3,455	32,070	7,175	39,245
(22) West Khandesh.					
97	Shahada	10,446	1,76,325	31,011	2,07,336
98	Dondaicha	13,169	2,51,350	38,337	2,89,687
99	Taloda	12,091	64,284	11,297	75,681

XURE—contd.

Total income (excluding Government grant) per head of population.	Total number of pupils attending primary schools in the Municipal area.	Percentage of pupils to population.	Amount of contribution payable under Government orders.	Total expenditure on primary education within the Municipal area.	Percentage of municipal contribution to	
					Total income (excluding Government grant).	Total expenditure on primary education.
7	8	9	10	11	12	13
20.0	3,074	30.9	14,429	74,320	7.2	19.4
9.1	1,640	16.7	13,032	41,437	14.5	31.4
9.9	1,338	18.0	7,303	37,068	9.9	19.7
53.0	1,214	18.7	3,692	15,040	1.0	24.5
10.7	2,009	16.1	7,154	22,887	5.3	31.2
11.9	1,401	17.4	5,210	17,356	5.4	30.0
8.8	1,941	15.2	7,576	24,464	6.7	30.9
9.3	2,169	16.8	Not fixed	63,798	....	....
3.1	2,122	17.0	Not fixed	61,473	....	....
3.4	1,451	15.6	Not fixed	44,981	....	....
9.2	1,020	16.7	5,534	26,877	9.7	20.5
11.3	1,443	22.9	5,015	38,021	7.0	13.1
12.0	1,770	21.5	8,385	46,640	8.4	17.9
11.6	2,180	20.1	10,300	54,911	8.1	18.7
3.3	1,104	14.3	2,283	29,090	4.7	11.2
9.2	642	18.5	1,900	16,946	5.9	11.2
16.8	1,680	16.1	14,258	49,991	8.1	28.5
19.0	1,709	12.9	15,285	51,270	6.0	29.8
5.3	1,818	15.0	16,264	55,835	25.3	29.1

(G.C.P.) L-A Na 2012—21

CHAPTER XII

ADMINISTRATION OF PRIMARY EDUCATION IN THE URBAN AREAS OF VIDARBHA, SAURASHTRA AND MARATHWADA.

As things stand at present, the relationship of municipalities to the administration of primary education within their areas changes from region to region. The existing position in this respect in the area of the old Bombay State has been described and discussed already in Chapters VI to XI. The data about the other regions is given below.

(a) *Vidarbha*.—The total number of municipalities in Vidarbha is 63. Of these, information regarding 12 municipalities was not received, either in part or *in toto*.

In Vidarbha, municipalities, began to be established by 1866-67. They have, therefore, a fairly long administrative tradition behind them. Unfortunately, however, the resources of these municipalities have not been developed as highly as those of the municipalities in area of the old Bombay State. This is due partly to lack of industrial development and partly to administrative reasons. ✓

All municipalities in Vidarbha have been associated with the administration of primary education since the days of the Indian Education Commission. Every municipality in Vidarbha can, therefore, be called an Authorised Municipality. It generally elects a Schools Committee to supervise the municipal primary schools. But it has no administrative officer for itself and all educational matters are looked after by the municipal secretary with or without the help of some clerical staff. All powers of administration vest in the municipality and the right of inspection and supervision vests in Government and is exercised through the officers of the Department. The State gives a grant-in-aid to every municipality on account of primary education and since 1953, the official rate of grant-in-aid is 50 per cent. of the approved expenditure on primary education. There is, of course, no such entity as a non-authorised municipality.

All municipalities in Vidarbha except the Corporation of the City of Nagpur which has an Act of its own function under the C. P. and Berar Municipalities Act, 1922.) ✓

(b) *Saurashtra and Kutch*.—In Saurashtra, which is the most urbanised part of the State, the total number of municipalities is 80 (76 in Saurashtra and 4 in Kutch). Of these, data of about 75 municipalities was available) to us.

In this region, the municipalities do not have a long history of administrative experience. Many of them are old institutions. But

prior to 1948, they were located in small Indian States and were usually managed as State Departments. The public control of municipalities in Saurashtra is, therefore, very recent and dates only after the creation of Saurashtra as a Part B State by integrating more than 200 small States that existed under the British Rule.

The large number of municipalities in Saurashtra and the comparatively larger percentage of urban population which this region shows are due, partly at least, to historical reasons. Every ruler in Saurashtra desired to beautify and develop his capital and parade a municipality therein. Consequently, more towns were built up in Saurashtra than in any other part of the State. When the States had resources, it did really develop the capital beautifully and consequently, some towns in Saurashtra have developed very well and there is nothing to compare with them in the other parts of the State. But when the resources of the State were small, the towns remained mostly a name. In many cases, it did not develop at all while in others, its artificial urbanisation became an insupportable burden. The Saurashtra of to-day shows both these types.

The municipalities in Saurashtra have never had any association with primary education. There is a district school board in each district which manages the primary schools in all the urban and rural areas within its jurisdiction. The municipalities pay no contribution on account of primary education to the district school board.

The resources of municipalities in Saurashtra are fairly well developed, although there is still considerable scope for further development.

All municipalities in Saurashtra function under the Bombay Municipal Boroughs Act, 1925, which was made applicable to this area by the old Saurashtra Government with certain modifications. All municipalities are classified either as borough, city or town municipalities and some differentiation is made in the powers of each group.*

(c) *Marathwada*.—The origin of Local Self-Government in the old Hyderabad States goes back to the year 1889, when a Local Fund Cess at the rate of one anna on every rupee of land revenue was first imposed. Under the law which regulated the imposition, collection, control and expenditure of this cess, District and Taluka Boards were created. These consisted of all nominated members and the President was generally a local officer of the Revenue Department. No

* It was not possible for us, in spite of our best efforts, to get any reliable data on the development of municipal administration in Vidarbha and Saurashtra.

municipal bodies were created and it was laid down that these District and Taluka Boards should be in charge, not only of the rural areas, but also to the towns and cities within their jurisdiction.

In the years that followed, it soon became apparent that the needs of "towns and special head-quarter towns were catered from the funds collected in villages. For several years, practically no amounts were spent outside the towns, although in most districts, the collections of taxes in urban areas had been consistently poor".* In 1929, therefore, the funds of the rural areas were separated from those of the towns and it was directed that the former should be spent on towns without specific sanction. This reform was a great step ahead. But it was soon realised that a still better reform would be to establish independent city and town municipalities. In 1941, therefore, the Hyderabad Municipal and Town Committees A'in or Regulation was passed. Under its provisions a large number of city and town municipalities were created as independent local bodies for the first time. The A'in provided that 60 per cent. of the members of these Committees should be elected. But, for some reason or the other no elections were held and all these municipalities continued to consist exclusively of nominated members until the Police Action of 1948.

When the new Hyderabad State came into existence after the Police Action, the process of democratising the local bodies and of making them more efficient was greatly expedited. As early as 1951, the Hyderabad Municipal and Town Committees Act was passed by Government under which the municipalities were re-constituted as consisting of a large majority of elected members and a few nominated members. They were also given wider powers of taxation and an attempt was made to improve the efficiency of their working. This Act carried the development of municipalities a step further; and being emboldened by its success, Government passed another and a more progressive measure which is known as the Hyderabad Municipal and Town Committees Act, 1956. The main features of this Act are that (a) the Municipalities consist of elected members only and that (b) they have wider powers of taxation and administration. The new Hyderabad State, however, came to an end before any action could be taken under this Act and the first elections under this law have been held very recently by the Bombay State. The modernised municipalities have, therefore, just come into existence in the Marathwada region.

✓ The resources available to municipalities in the old Hyderabad State were very limited and consisted mainly of the house or the property tax and rents from municipal properties. Later on, the toll on vehicles, the entertainment tax, and the profession tax were added.

* Local Government Administration in Hyderabad State, 1955, Page 2.

Octroi has been allowed by law for a long time but no municipality has levied it as yet. Consequently, the income of the municipalities is very meagre even to this day. Even these low municipal incomes in Marathwada are going to be substantially reduced in the near future because the entertainment tax (which was the third most important item of their revenue) has already been taken over by the State and they are also shortly going to lose their large revenue from the tolls on motor vehicles.

One reason of this low income is the non-imposition of the octroi; but it is also found that property taxes are not assessed properly and that there are heavy arrears due in almost every municipality. Unless steps are taken to levy octroi and to eliminate it will not be possible for the municipalities in the Marathwada to modernise their administration and to provide those civic amenities which municipalities in other parts of the State are providing to their residents.

The tradition under the old Hyderabad State was that the municipalities were not required to bear any part of the expenditure on primary education, whether recurring or non-recurring. The new Hyderabad State tried to change this position slightly in 1951. The District Local Boards of the old Hyderabad State were required to spend 25 per cent. of their total income from the Local Fund Cess on education and the usual practice was that they spent this money on the construction of buildings for primary and secondary schools. It was now felt that a similar provision should be made in the municipal Act also and section 69(1) (r) of the Hyderabad Municipal and Town Committees Act of 1951 provided that it shall be the obligatory duty of every municipality to provide for "the construction and maintenance of primary school buildings for boys and girls and the provision of school equipment and play-grounds". Unfortunately, this legal provision remained a dead letter, and even to this day, the municipalities in Marathwada do not shoulder any responsibility for primary education. ✓

2. *Extension of the System of the Administration of Primary Education in vogue in the Municipal Areas in the Regions of the old Bombay State to Other Areas.*—We have suggested the principles on which municipalities should be classified as authorised or non-authorised (Chapter VIII). The pattern of the administration of primary education under the authorised municipalities was discussed in Chapters IX and X and that under the non-authorised municipalities in Chapter XI. The problems that arise now in this field are, therefore, three :—

(a) should these principles be extended to the regions of Vidarbha, Saurashtra-Kutch, and Marathwada?

(b) would it be necessary to provide for any safeguards and transitional precautions in doing so?

(c) if the answer to the above question is in the affirmative, what should be the transitional safeguards?

These were the main issues which we discussed with the representatives of the municipalities in Vidarbha, Saurashtra-Kutch and Marathwada. In Vidarbha, a special meeting of the representatives of the municipalities was convened for us by Shri V. Ishvaran, the Divisional Commissioner, and although he could not be present at the meeting as he had to leave for Bombay suddenly, he met us a little later at Nagpur and was kind enough to discuss the problems with us. In Saurashtra, Shri Shunglu, the Divisional Commissioner, convened a conference of all municipalities, presided over it and discussed the relevant problems with us in detail. In Marathwada, Shri Bedekar, the Divisional Commissioner, also extended similar assistance. We take this opportunity to place on record our gratitude to these officers but for whose co-operation we would not have been able to do justice to this complicated problem.

3. The response of the municipalities to the problems posed by us naturally varied from place to place. In *Vidarbha*, the idea of associating the municipalities with the administration of primary education was not new; nor did the municipalities get frightened at the idea of making a financial contribution to primary education because they are already bearing more than 50 per cent. of the expenditure on primary education within their areas. We also found that the municipalities were keenly interested in the development of primary education. The only opposition here was, therefore, to the idea of non-authorised municipalities. Some of them were opposed to parting with the control on primary schools and expressed a willingness to pay an even larger contribution, if it were necessary, to retain their authority. A few municipalities, however, considered the reduction of the financial burden¹ as a welcome relief and desired to be classified as non-authorised. Otherwise, the general opinion was that extension of the Bombay pattern of the administration of primary education to Vidarbha municipalities would be a progressive step. In *Saurashtra*, the idea of having to make a large financial contribution on account of primary education came as a surprise. Several pleas were, therefore, put forward to evade this liability. The municipalities in Saurashtra, it was said, were young and inexperienced; their resources were undeveloped; they were not getting the grants which the municipalities in the area of the old Bombay State were getting; each municipality had several needs like roads, health services, water supply, and it was argued that, for some time to come, the municipalities would not be able to find funds for primary education. It was also argued that primary education was a State responsibility and that the municipalities should not be asked to contribute for it. It was also said that experiment of authorised municipalities should first be tried in a few

big municipalities and then extended to others if it is found successful. But when all was said, they finally agreed that they would fall in line with the other municipalities in Bombay State provided that they were given the benefit of the State grants which are now given to the municipalities in Bombay State. In *Kutch* the position is the same as in Saurashtra and the financial resources of the municipalities are even poorer. Consequently, the same arguments as in Saurashtra were advanced in the first instance. In *Marathwada*, the municipalities are the least developed. We shall refer to the evidence that was given before us on this subject in paragraph 6 below. But even here, the municipalities finally agreed to shoulder their responsibilities on the Bombay pattern, provided that they were given a time of about ten years to adjust themselves to the new set up. In view of all this encouraging evidence, *we recommend that :—*

(a) *The principles of classification enunciated in Chapter VIII should be extended to Vidarbha, Saurashtra-Kutch and Marathwada and all the municipalities in these regions should be classified as authorised or non-authorised.*

(b) *The pattern of the administration described in Chapters IX and X should be introduced in all authorised municipalities and that described in Chapter XI should be introduced in all non-authorised municipalities.*

(c) *In extending these patterns to these regions, care should be taken to see that the transition to the new order is made smooth and gradual. This should be done by giving them a period of three to six years to adjust their budgets to this new obligation and by introducing a sliding scale of grant-in-aid during this period of transition.*

3. *Municipalities in Vidarbha.*—We shall first deal with the municipalities in Vidarbha. As stated already every municipality in Vidarbha is "authorised" to control primary education within its area and that the present position in this respect is exactly the same as we had in the area of the old Bombay State from 1884 to 1923. An interesting academic issue which arises here is this : why is it that the crisis which arose in Bombay State in 1923 which led to the division of municipalities into two groups—authorised and non-authorised—did not arise in Vidarbha so far. The answer is to be found in the following significant differences between the two systems :—

(i) The length of the primary course in Vidarbha is only four years as against seven in Bombay.

(ii) The scales of pay and allowances of primary teachers in Vidarbha are also lower.

(iii) The extent of the spread of education in Vidarbha is also much less than that in Bombay.

The result of these factors was that the total cost of primary education in Vidarbha did not increase very materially as compared to that in Bombay and hence even the smaller municipalities found it possible to continue to bear their share of the cost of primary education as authorised municipalities. The rise in the cost of living during the Second World War, however, did create a crisis in Vidarbha; but the situation was saved by a revision of the grant-in-aid from State revenues in 1953. Prior to this date, the practice in Vidarbha was that each municipality was required to spend $6\frac{1}{4}$ per cent. of its income on primary education. No grant-in-aid was given on this expenditure and the Government grant was given at 50 per cent. of the expenditure only in excess of this. But in 1953, this position was altered and Government agreed to bear 50 per cent. of the total approved expenditure on primary education.)

This liberalisation of the grant-in-aid postponed the crisis; but it is now coming in again. The recent revision of the dearness allowance paid to primary teachers in Vidarbha, the proposed revision of the scales of pay of teachers, the lengthening of the course to seven years, the intended expansion of primary education and the introduction of compulsory primary education in the age-group of 6-11—all these factors are tending to increase the cost of primary education. The smaller municipalities are already finding it difficult to bear 50 per cent. of the expenditure on primary education within their areas and, as time passes on, it will be still more difficult for them to do so. So a crisis similar to that which occurred in Bombay in 1923 is fast developing in Vidarbha, and we feel that the stage is now quite set to divide the municipalities into two groups—authorised and non-authorised.

(a) *Authorised Municipalities (Group-I).*—There are no municipalities in Vidarbha that can be included in this group.

(b) *Authorised Municipalities (Group-II).*—We have recommended in Chapter VIII that municipalities whose population exceeds 25,000 and whose income exceeds Rs. 5,00,000 should necessarily be classified as authorised and aided at 50 per cent. of the expenditure on primary education. Applying these tests, we find that only five municipalities, viz. Amravati, Akola, Chanda, Wardha and Khamgaon fall into this category. The details of these municipalities are given in the following table :—

TABLE

Proposed Authorised Municipalities

Serial No.	Name of the Municipality.	Popula- tion.	Income of the Municipality.			Income excluding Government grant <i>per</i> <i>capita</i> of popula- tion.
			Income excluding Government grant.	Govern- ment grant.	Total.	
1	2	3	4	5	6	7
			Rs.	Rs.	Rs.	
1	Amravati ..	1,02,806	11,18,011	2,71,696	13,89,707	10·8
2	Akola ..	89,606		Information not received.		
3	Chanda ..	40,744	5,18,174	78,463	5,96,637	12·7
4	Wardha ..	39,916	5,69,783	53,974	6,23,757	14·2
5	Khamgaon ..	34,734	9,27,452	1,03,447	10,30,899	26·7
Grand Total ..		3,07,806	31,33,420	5,07,580	36,41,000	10·1

No. XII(1).

in Vidarbha (Group II).

Total number of pupils in Primary schools in the area of the Municipality.	Percentage of pupils to population.	Total expenditure on primary education incurred out of			Percentage of	
		State funds.	Municipal funds.	Total expenditure from all sources.	Expenditure from Municipal funds to total income excluding Government grant.	Government grant to total expenditure on Primary Education.
8	9	10	11	12	13	14
<hr/>						
		Rs.	Rs.	Rs.		
9,374	9.1	Information not received.				
Information not received.						
3,888	9.5	37,133	82,309	1,19,442	15.8	31.0
4,552	11.4	52,010	57,860	1,09,870	10.1	47.3
3,093	8.9	42,031	82,551	1,24,582	8.9	33.7
<hr/>						
20,907	6.7					

It will be seen from Column 13 of this table that most of these municipalities already contribute a fairly large proportion of their total income (excluding Government grants) to primary education and that none of them would find it difficult to assign ten per cent. of their income to primary education as suggested by us in Chapter X. Moreover, their grant-in-aid to-day is much lower, so that when grants can be given at 50 p.c. they will automatically have some small surpluses with which they can plan a development programme.

TABLE NO.
Proposed Authorised Municipalities

Serial No.	Name of the Municipality.	Popula- tion.	Income of the Municipality.			Income excluding Government grant <i>per capita</i> of popula- tion.
			Income excluding Government grant.	Government grant.	Total.	
1	2	3	4	5	6	7
			Rs.	Rs.	Rs.	
1	Gondia ..	44,750	4,65,901	1,10,649	5,76,560	10.4
2	Hinganghat ..	32,837	4,30,550	97,230	5,27,780	13.1
3	Yeotmal ..	35,980	3,39,012	85,883	4,24,895	9.4
4	Kamptee ..	31,298	3,48,360	35,321	3,83,681	11.1
5	Malkapur ..	24,939	4,39,498	83,916	5,23,414	17.6
6	Karanja ..	22,953	3,19,293	65,485	3,84,778	13.9
7	Bhandara ..	22,640	3,36,731	76,988	4,13,719	14.8
8	Washim ..	18,764	2,83,900	53,108	3,37,008	15.1
9	Tumsar ..	18,251	4,06,865	69,226	4,76,091	22.2
10	Wani ..	14,672	9,18,422	33,050	9,51,472	62.5
Grand Total ..		267,083	42,88,532	7,10,856	49,99,388	16.1

(c) *Authorised Municipalities (Group III).*—As stated earlier all municipalities whose income is between Rs. 3 lakhs and 5 lakhs and whose population is between 15,000 and 25,000, should ordinarily fall under authorised municipalities (group III) and should be aided at 60 p. c. of the total expenditure on primary education. We also stated that they must be efficient and willing to assume control over primary education before they be classified as authorised. The data about the Municipalities in Vidarbha which can be considered for inclusion in this group can be seen from the following table :—

XII (2).

in Vidarbha (Group III).

Total number of pupils in Primary School in the area of the Municipality.	Percentage of pupils to population.	Total expenditure on Primary Education incurred out of			Percentage of	
		State funds.	Municipal funds.	Total expenditure from all sources.	Expenditure from municipal funds to total income excluding Government grant.	Government grant to total expenditure on Primary Education.
8	9	10	11	12	13	14
		Rs.	Rs.	Rs.		
2,835	6.2	20,635		Information not received.		
3,200	9.7	33,775	40,875	74,650	9.4	45.2
3,633	10.2	39,772	66,234	1,07,446	19.5	37.0
2,575	8.0	13,500	47,035	60,535	13.5	22.3
2,396	9.6	28,836	88,233	1,17,069	20.0	24.6
2,026	8.8	19,309	31,134	50,443	9.7	38.0
1,912	8.4	25,615	29,589	55,204	8.7	46.4
1,465	7.8	21,063	32,746	53,809	11.5	39.1
1,321	9.9	18,756	65,931	84,687	16.2	22.1
1,011	6.8	15,721	20,036	35,757	2.1	43.6
22,894	8.5	2,36,982	4,21,813	6,39,600	9.7	37.0

It should be made clear that we have listed these municipalities here on the basis of their population and income only. As they are already functioning as authorised, we assume their willingness. But we have no data regarding their efficiency. This should, therefore, be investigated into by Government before the final decisions are taken.

All the ten municipalities listed here, viz. Gondia, Yeotmal, Hinganghat, Kamptee, Malkapur, Karanjia, Bhandara, Washim, Tumsar and Wani have an income of more than Rs. 3 lakhs and a population of more than 15,000 (except in Wani, in whose case we feel that the statistics supplied are probably incorrect). Leaving aside the case of Wani as doubtful, we feel that *these nine municipalities should be treated as authorised and aided at 60 p.c. of their expenditure on primary education.* The income of Wani is

TABLE No.

Proposed Non-authorised

Serial No.	Name of the Municipality.	Population.	Income of the Municipality.			Income per capita of population excluding Government grant.
			Income excluding Government grant.	Government grant.	Total.	
1	2	3	4	5	6	7
			Rs.	Rs.	Rs.	
1.	Achalpur City ..	35,712	1,28,612	37,878	1,66,490	3.6
2.	Akot ..	24,005	2,64,688	19,735	2,84,423	11.0
3.	Badnera ..	21,258	2,27,889	24,396	2,52,285	10.7
4.	Umra ..	19,185	1,73,220	24,410	1,97,630	9.0
5.	Pulgaon ..	18,979	1,52,073	49,915	2,01,988	8.0
6.	Anjangaon Surji ..	18,757	1,87,900	43,500	2,31,400	10.0
7.	Shegaon ..	18,655	2,31,734	50,113	2,81,847	12.4
8.	Arvi ..	18,238	2,55,710	84,576	3,40,286	14.0
9.	Murtijapur ..	15,203	1,70,530	20,116	1,90,646	11.2

too high to be believed ; and hence this case may be decided on merits after a further enquiry.

References to columns 13 and 14 will show that none of these municipalities need be embarrassed by our recommendation to prescribe the minimum contribution of the municipality at 10 p. c. of its total income ; and as their existing grants are low, our proposal of a grant-in-aid at 60 p. c. would be a blessing.

(d) *Non-authorised Municipalities* :—Besides Wani whose case will be decided on merits, *the remaining 48 municipalities will have to be regarded as non-authorised.* Their existing powers over primary education will have to be withdrawn and a new pattern of administration prescribed earlier in Chapter XI would have to be introduced instead. The details of these 48 municipalities of Vidarbha are as follows :—

XII (3).

Municipalities in Vidarbha.

Total number of pupils in Primary Schools in the area of Municipality.	Percentage of pupils to population.	Total expenditure on Primary Education incurred out of			Percentage of	
		State funds.	Municipal funds.	Total expenditure from all sources.	Expenditure from municipal funds to total income excluding Government grant.	Government grant to total expenditure on Primary Education.
8	9	10	11	12	13	14
		Rs.	Rs.	Rs.		
2,795	7·8	31,601	29,112	60,713	22·6	52·0
2,162	9·0	19,735	46,551	66,286	25·0	29·7
2,287	10·7	20,738	38,091	59,011	16·7	35·1
1,606	8·3	14,371	20,389	34,760	11·7	41·3
1,853	9·9	16,123	29,414	45,537	19·3	35·4
975	5·1	8,990	32,010	41,000	17·0	21·9
1,256	6·7	14,470	20,203	34,673	8·7	41·7
1,888	10·3	24,069	34,514	58,583	22·8	41·0
1,477	9·7	14,611	29,860	44,471	17·5	32·8

TABLE No.

Serial No.	Name of the Municipality.	Population.	Income of the Municipality.			Income per capita of population excluding Government grant.
			Income excluding Government grant.	Government grant.	Total.	
1	2	3	4	5	6	
			Rs.	Rs.	Rs.	
10.	Nandura ..	15,722	2,12,857	23,713	2,36,570	13.6
11.	Pusad ..	15,129	Information not received.			
12.	Paratwada ..	15,082	2,08,551	52,372	2,60,923	13.8
13.	Pauni ..	14,389	1,00,204	41,781	1,41,985	6.9
14.	Balapur ..	13,378	1,33,489	28,599	1,62,088	9.9
15.	Katol ..	13,117	1,70,407	19,973	1,90,380	12.9
16.	Digras ..	12,647	80,813	18,109	98,922	6.3
17.	Ballarpur ..	12,471	89,697	11,791	1,01,488	7.2
18.	Daryapur ..	12,142	71,022	Information not received.		
19.	Warud ..	11,657	1,10,521	24,679	1,35,200	9.4
20.	Warora ..	11,530	1,69,150	12,260	1,81,410	14.6
21.	Dhamangason ..	10,883	93,653	10,835	1,04,488	8.6
22.	Buldana ..	10,800	1,86,580	9,660	1,96,240	17.2
23.	Umarkhed ..	10,596	1,32,850	9,869	1,42,719	12.5
24.	Chikhli ..	10,547	1,65,020	34,649	1,99,669	15.6
25.	Tirora ..	10,518	Information			
26.	Shendurjana ..	10,424	42,413	20,982	63,396	4.0
27.	Darwha ..	10,093	71,672	23,370	95,042	7.1
28.	Ramtek ..	9,832	95,950	13,544	1,09,494	9.7
29.	Morshi ..	9,798	64,006	10,587	74,593	6.5
30.	Jalgaon ..	9,764	52,292	13,219	65,511	5.3

XII (3)—contd.

Total number of pupils in Primary Schools in the area of Municipality.	Percentage of pupils to population.	Total expenditure on Primary Education incurred out of			Percentage of	
		State funds.	Municipal funds.	Total expenditure from all sources.	Expenditure from municipal funds to total income excluding Government grant.	Government grant to total expenditure on Primary Education.
8	9	10	11	12	13	14
		Rs.	Rs.	Rs.		
1,054	6.7	Information not received.				
1,078	7.1	19,319	46,189	65,508	....	29.4
1,038	6.8	26,146	12,394	38,540	5.9	67.8
1,005	6.9	5,966	20,193	26,159	20.1	22.6
1,007	7.5	5,077	8,220	13,297	6.2	38.1
1,356	10.3	11,160	29,783	40,943	17.4	27.2
1,221	9.6	13,709	17,766	31,475	21.9	43.1
1,002	8.0	5,805	14,121	19,927	15.7	29.1
1,214	9.9	13,283	27,248	40,527	38.3	32.7
954	8.1	12,525	17,148	29,714	15.5	42.1
1,298	11.2	12,280	Information not received.			
1,096	10.0	10,835	25,356	36,299	27.0	29.8
886	8.2	9,660	11,073	20,773	5.1	46.5
872	8.2	7,523	16,187	24,885	5.6	30.2
948	8.9	9,392	13,268 *	22,660	8.0	41.4
Not received.						
772	7.4	6,949	7,676	14,699	18.0	47.2
926	9.1	19,363	11,813	31,176	16.4	62.1
846	8.6	7,012	8,813	15,825	9.1	44.3
631	6.4	18,177	4,709	22,907	20.5	79.3
674	6.9	8,358	8,652	17,071	16.5	48.9

TABLE No.

Serial No.	Name of the Municipality.	Population.	Income of the Municipality.			Income per capita of population excluding Government grant.
			Income excluding Government grant.	Government grant.	Total.	
1	2	3	4	5	6	7
			Rs.	Rs.	Rs.	
31	Khapa ..	9,585	67,702	26,662	94,364	7.0
32	Narkhed ..	9,862	63,688	8,832	72,520	6.8
33	Mehkar ..	9,256	1,31,026	9,599	1,40,625	14.1
34	Saoner ..	9,008	70,960	26,785	97,745	7.8
35	Chandur Railway ..	8,015	44,479	11,100	55,579	5.5
36	Pandhar Kawda ..	8,005	1,16,870	12,215	1,29,085	14.5
37	Patur ..	7,922	* Information not received.			
38	Deulgaon Raja ..	7,181	97,194	21,490	1,18,684	13.5
39	Deoli ..	6,781	83,331	18,016	1,01,347	12.2
40	Telhara ..	6,475	36,425	5,059	41,485	5.6
41	Kamleshwar ..	6,424	Information not received.			
42	Nowar ..	5,741	40,292	4,522	44,814	7.0
43	Chandur Bazar ..	5,595	50,706	24,700	75,406	9.0
44	Nohpa ..	5,534	1,32,579	4,561	1,37,159	23.9
45	Sindi ..	5,448	51,126	15,837	66,963	9.8
46	Ghatanji ..	4,668	65,968	6,605	72,573	14.1
47	Chikalda ..		Information not received.			
48	Achalpur Civil Station.		Information not received.			
Grand Total ..		555,905	50,95,849	9,30,634	59,55,461	9.1

XII (3)—*contd.*

Total number of pupils in Primary schools in the area of Municipality.	Percentage of pupils to population.	Total expenditure on primary education incurred out of			Percentage of	
		State Funds.	Municipal Funds.	Total expenditure from all sources.	Expenditure from Municipal Funds to total income excluding Government grant.	Government grant to total expenditure on primary education.
8	9	10	11	12	13	14
		Rs.	Rs.	Rs.		
883	9.2	7,253	13,483	20,827	19.9	34.5
832	8.8	7,781	8,802	16,732	13.8	46.5
651	7.0	5,602	8,884	14,611	6.7	38.3
737	8.1	8,118	12,805	21,043	18.0	38.5
603	7.5	7,754	6,778	14,532	15.2	52.3
677	8.4	Information not received.				
		Information not received.				
463	6.4	5,078	3,236	8,378	3.3	60.6
469	6.9	5,919	5,337	11,255	6.4	52.5
585	9.0	5,059	5,444	10,503	14.9	48.1
		Information not received.				
656	11.4	4,522	7,880	12,402	19.5	36.4
413	7.3	5,819	5,959	11,841	11.7	49.1
360	6.5	4,581	9,000	13,737	6.7	53.3
497	9.1	4,547	5,925	10,472	11.5	43.4
502	10.7	5,461	8,187	13,648	12.4	40.0
		Information not received.				
		Information not received.				
44,505	8.0	4,64,721	6,82,473	11,37,670	13.3	40.8

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As we stated earlier, the main problem in Vidarbha is that the municipalities do not want to surrender their authority. So we recommend that the cases of the first 12 municipalities in this list should be examined on merits and they should be classified as authorised (Group III), if they are or promise to be efficient. All other municipalities would have to be treated as non-authorised. The recommendations made by us in Chapter XI should be extended to these municipalities. The principal relief that these municipalities would get is that the burden of primary education placed on their shoulders would be a little lighter and more bearable.

One aspect of our proposals is that the Vidarbha Municipalities—authorised and non-authorised—will have much larger funds at their disposal when our recommendations are given effect to. These funds, we would like to make it clear, are very badly needed on the following grounds amongst the others :—

- (i) The lengthening of the primary course from four to seven years;
- (ii) The revision of the pay-scales and allowances of primary teachers;
- (iii) Expansion of primary education on a voluntary basis and the introduction of compulsory education in the age group of 6-11; and
- (iv) meeting some other urgent demands such as roads, dispensaries, water-supply, etc,

Larger resources are needed for all these urgent programmes. No one should, therefore, think that our recommendations will usher in an era of affluence of urban primary education in Vidarbha. All that would happen, therefore, is that these proposals would enable the Vidarbha municipalities to meet some of their most pressing claims in education and other fields.

Since our proposals are not likely to create any financial or other difficulties for the municipalities in Vidarbha, *we recommend that they should be implemented immediately.* After all, the only recommendation made in the conference of the municipalities held in Nagpur was that an attempt should be made to authorise as many municipalities as possible. We have already provided for this in our recommendations.

✓4. *Municipalities in Saurashtra.*—As stated earlier, the municipalities in Saurashtra do not make any contribution to primary education at present. The reasons for this state of affairs are purely historical. Prior to 1948, the area of Saurashtra was divided into a large number of small Indian States which worked under

an autocratic system of administration. In the conditions that prevailed then, the municipalities either did not exist or were virtually a Department of the State concerned. The transfer of primary education to the control of local bodies like municipalities is a concept of de-centralised administration which could not have been accepted by the dictatorial and centralised governments which were then established in these small States. The question of compelling the municipalities to assume responsibility for primary education and/or to make some financial contribution for it did not, therefore, arise at all prior to 1948. Even when these Indian States were integrated and the State of Saurashtra was formed, this problem could not be taken up for consideration for several reasons. The fundamental issue with which the Government of Saurashtra was concerned was centralisation and *not* de-centralisation. It had to evolve a uniform pattern of administration to replace the two hundred and odd systems that were then in vogue and it is but natural that it refused to undertake any programme of decentralisation unless and until a central Education Department was first established. Secondly, the municipalities themselves were democratised or created after 1948 and the Saurashtra Government therefore, felt that it would not be desirable to thrust the responsibility of primary education upon them in their infancy. Thirdly, the usual financial pressures involved in a programme of educational development never arose in Saurashtra. The Saurashtra Government had large funds at its disposal and very liberal grants were being made available by the Government of India. The problem all along in Saurashtra, therefore, was not a problem of securing funds for education; on the other hand, it was essentially a problem of spending, as rapidly and usefully as possible, the funds that were already available. The Saurashtra Government, therefore, did not feel any need to impose a contribution on the municipalities for purposes of primary education. We are quite, sure, however, that if the Government of Saurashtra had continued for some time longer, it would have been required to associate the municipalities also with the administration of primary education and would have been compelled to collect a contribution from them. But as the state itself was merged with Bombay after a short existence of eight years, these problems did not assume an acute form and no decision was taken thereon.

We have studied the conditions of municipalities in Saurashtra in some detail. We agree that their resources are not so highly developed as those in Bombay State; but even to-day, their financial condition is much better than that of the municipalities in Marathawada. It may even be said that these municipalities are a little better off than the municipalities in Vidarbha even. Unfortunately direct taxation has not been introduced in these municipalities to the extent to which it ought to be and several other avenues of increasing the existing municipal resources are still open. We,

therefore, recommend that the pattern of administration of primary education in urban areas which we have recommended in Chapters VIII-XI should be extended to Saurashtra also in order to associate the municipalities with the administration of primary education and to impose a statutory contribution for primary education on them. In doing so, however, care will have to be taken to see that (a) adequate time is given to the municipalities to adjust their budgets to this new responsibility and that (b) the grants-in-aid which are given to municipalities in the areas of old Bombay State are also extended to these municipalities before compelling them to make contributions for primary education. We feel that, if these two precautions are taken, the municipalities in Saurashtra would gladly come forward to play their role in the

TABLE

Proposed Municipalities

Serial No.	Name of the Municipality.	Population.	Income of the Municipality	
			Income excluding Government grant.	Government grant.
1	2	3	4	5
			Rs.	Rs.
1	Bhavnagar ..	137,951	21,09,632	85,355
1	Bhavnagar ..	104,419	14,07,044	93,949
2	Rajkot ..	131,535	19,83,168	1,11,397
3	Janinagar ..	104,419	14,07,044	93,949
4	Junagadh ..	63,000	7,18,462	87,151
5	Porbandar ..	58,863	9,06,084	83,722
6	Veraval ..	40,278	8,44,853	54,220
7	Morvi ..	40,709	5,87,355	48,760
8	Gondal ..	40,000	5,40,177	8,436
9	Surendranagar ..	34,254	8,67,778	19,350
Grand Total ..		651,009	99,64,553	5,92,340

expansion and improvement of primary education within their areas.

(a) *Authorised Municipalities (Group I).*—There are no municipalities in Saurashtra which can be included in this Group.

(b) *Authorised Municipalities (Group II).*—Nine municipalities in Saurashtra have a population which exceeds 25,000 and an income which exceeds Rs. five lakhs, viz., Bhavnagar, Rajkot, Jamnagar, Junagadh, Porbandar, Veraval, Morvi, Gondal and Surendranagar. We, therefore, recommend that they should all be classified as authorised municipalities (Group II) and aided at 50 per cent. of the total expenditure on primary education incurred within their areas.

No. XII (4)

in Saurashtra (Group II)

Total	Total income (excluding Govt. grant) per capi- ta of population	Total No. of pupils in pri- mary schools in the area of the municipality	Percentage of pupils to popu- lation.	Total expenditure on Primary Education from all sources.
6	7	8	9	10
Rs.				Rs.
21,94,987	15.2	18,116	13.1	4,13,550
15,00,993	..	..	..	..
20,94,565	15.0	20,290	15.4	8,85,795
15,00,993	13.4	14,057	13.4	3,79,001
8,05,618	11.4	6,903	10.9	2,64,873
9,89,806	15.3	4,530	7.6	1,01,161
8,99,073	23.4	2,613	6.4	89,156
6,36,115	14.4	5,035	12.3	1,11,082
5,48,613	13.5	6,084	15.0	1,72,513
8,87,128	25.3	4,714	13.7	1,61,531
1,05,56,893	15.3	82,292	12.6	23,78,713

We realise that it may not be possible for these municipalities to bear 50 per cent. of the expenditure on primary education incurred within their areas at once. We, therefore, propose that a period of five years should be given to these municipalities to enable them to adjust themselves to this new responsibility. In the first year after the transfer of control, we suggest that grant-in-aid to these municipalities should be given at 70 per cent. of the expenditure incurred on primary education in their areas. This percentage

TABLE

Proposed Authorised Municipalities

Serial No.	Name of the Municipality.	Population	Income of the Municipality.		
			Income excluding Government grant.	Government grant.	Total.
1	2	3	4	5	6
			Rs.	Rs.	Rs.
1	Dhoraj	43,773	4,44,203	49,192	4,93,395
2	Jetpur	28,321	2,96,285	6,05,000	9,01,285
3	Mahuwa	26,718	3,90,390	58,572	4,48,962
4	Savarkundla	22,413	3,40,048	18,921	3,58,969
Grand Total ..		1,21,225	14,70,926	7,31,685	22,02,611

should be reduced to 65 in the second year, 60 in the third year, 55 in the fourth year and 50 in the fifth year.

(c) *Authorised Municipalities (Group III).*—The following table shows that four municipalities in Saurashtra have a population of more than 15,000 and an income which exceeds Rs. three lakhs but is less than Rs. five lakhs, viz., Dhoraji, Jetpur, Mahuva and Savarkundla. The details about these municipalities are given in the following table :—

No. XII (5).

in Saurashtra (Group III).

Total income (excluding Government grant) per capita of population.	Total Number of pupils in primary schools in the area of the municipality.	Percentage of pupils to population.	Total expenditure on primary education from all sources.	Remarks
7	8	9	10	11
			Rs.	
10·1	4,041	9·2	49,508	
10·4	3,907	13·7	81,696	
14·6	3,047	11·4	75,003	
15·1	2,522	11·2	71,460	
12·1	13,517	11·1	2,77,667	

We recommend that these municipalities should be aided at 60 per cent. of the total expenditure on primary education incurred within their areas and that a time of five years should be given to them to adjust themselves to this new responsibility. In the first year, after the transfer of control, therefore, the grant-in-aid to these municipalities should be at 30 per cent. of the total expenditure on primary education incurred within their areas. This percentage

TABLE No.
Proposed Non-authorised

Serial No.	Name of the Municipality.	Population.	Income of the Municipality.		
			Income exclud- ing Government grant.	Goernment grant.	Total.
1	2	3	4	5	6
			Rs.	Rs.	Rs.
1	Dhangadhra ..	25,671	2,70,461	18,587	2,89,048
2	Palitana ..	25,615	2,01,058	15,740	2,16,798
3	Wadhwan ..	23,639	1,92,342	23,632	2,15,974
4	Upleta ..	22,756	2,40,622	30,614	2,71,236
5	Mangrol ..	20,062	1,11,138	12,427	1,23,565
6	Botad ..	19,566	2,21,059	9,441	2,30,500
7	Bantva ..	18,779	1,06,118	....	1,06,118
8	Limbdi ..	18,271	2,12,815	14,598	2,27,413
9	Wankaner ..	16,726	1,14,271	18,591	1,32,862
10	Jam Khambalia ..	15,194	2,06,414	36,201	2,42,615
	Gsand Total ..	2,06,279	18,76,298	1,79,831	20,56,129
11	Siher ..	13,569	1,37,973	36,329	1,74,302
12	Bagasara ..	12,817	1,59,718	14,687	1,74,405
13	Vanthali ..	12,763	1,09,999	25,000	1,34,999
14	Kutiyana ..	12,585	40,124	2,875	42,999
15	Prabhas Patan ..	12,056	28,539	7,444	35,983
16	Una ..	11,638	1,72,491	246	1,72,737
17	Salaya ..	9,993	45,272	16,000	61,272

should be reduced to 75 per cent. in the second year, 70 per cent. in the third year, 65 per cent. in the fourth year and 60 per cent. in the fifth year.

(d) *Non-authorized Municipalities*.—All the other municipalities in Saurashtra would be non-authorized municipalities. The details about them are given in the following table :—

XII (6).

Municipalities in Saurashtra

Total income (excluding Government grant) <i>per capita</i> of population.	Total Number of pupils in primary schools in the area of the municipality	Percentage of pupils to population.	Total expendi- ture on primary education from all sources.	Remarks.
7	8	9	10	11
			Rs.	
10.5	2,548	9.8	79,901	
7.8	2,699	10.5	96,475	
8.1	2,289	12.6	1,06,024	
10.5	1,497	6.5	57,112	
5.5	927	4.6	42,300	
11.2	2,454	12.5	60,806	
5.6	1,490	7.9	73,741	
11.6	2,664	14.5	91,758	
6.8	1,199	7.1	43,079	
13.5	Information not received.		62,740	
....	18,467	....	7 13,936	
10.1	2,076	15.2	54,138	
12.4	1,380	10.7	43,620	
8.6	1,315	10.3	48,327	
3.1	1,567	12.4	42,932	
2.3	535	4.4	19,217	
14.8	1,146	9.8	32,929	
4.5	551	5.5	22,008	

TABLE No.

Serial No.	Name of the Municipality.	Population.	Income of the Municipality.		Total.
			Income exclud- ing Government grant	Government. grant.	
1	2	3	4	5	6
			Rs.	Rs.	Rs:
18	Jam-Jodhpur ..	9,727	1,05,475	8,145	1,13,620
19	Rajula ..	9,638	69,225	6,023	74,248
20	Visavdar ..	9,468	1,22,388	....	1,22,388
21	Keshod ..	9,383	1,14,825	17,866	1,32,691
22	Lathi ..	8,846	43,295	12,416	55,711
23	Bhanvad ..	8,803	71,678	4,861	76,539
24	Jasdan ..	8,672	63,314	3,150	66,464
25	Gadhada ..	8,366	31,989	....	31,989
26	Ranvav ..	8,279	43,580	3,686	47,266
27	Jodiya ..	8,238	24,206	....	24,206
28	Dhrol ..	8,234	41,492	....	41,492
29	Halvad ..	8,146	85,367	17,142	1,02,509
30	Manavdar ..	8,133	1,61,427	4,487	1,65,914
31	Chuda ..	7,715	66,974	2,400	69,374
32	Jafrabad ..	7,285	32,765	8,344	41,109
33	Babra ..	7,120	23,842	5,000	28,842
34	Chittal ..	7,091	49,814	2,611	52,425
35	Gariyadhar ..	6,779	33,545	22,706	56,251
36	Kalavad ..	6,776	78,824	4,950	83,774
37	Lakhtar ..	6,771	30,875	2,250	33,125
38	Bilkha ..	6,675	42,285	8,506	50,791
39	Muli ..	6,405	24,220	1,658	25,878
40	Sayla ..	6,097	27,371	6,151	33,522
41	Vadia ..	5,857	44,438	4,000	48,438

XII (6)—contd.

Total income (excluding Government grant) <i>per capita</i> of population.	Total Number pupils in primary schools in the area of the municipality	Percentage of pupils to population.	Total expendi- ture on primary education from all sources.	Remarks.
7	8	9	10	11
			Rs.	
10.8	1,577	16.2	36,843	
7.1	1,213	12.5	33,763	
12.9	782	8.2	24,580	
12.2	1,496	15.9	32,463	
4.8	1,020	11.5	27,903	
8.1	1,153	15.4	36,465	
7.3	1,085	12.5	34,823	
3.8	929	11.1	26,436	
5.2	706	8.5	31,364	
2.9	893	10.8	28,344	
5.0	1,052	12.7	27,500	
10.4	1,239	15.2	42,320	
19.8	1,125	13.8	55,341	
8.6	955	12.3	36,000	
4.4	652	8.9	19,843	
3.3	812	11.4	26,984	
7.0	746	10.5	20,375	
4.9	989	14.5	25,503	
11.6	934	13.7	29,952	
4.5	710	10.4	26,019	
6.3	743	11.1	25,503	
3.7	557	8.6	21,334	
4.4	604	9.9	24,063	
7.5	744	12.7	25,308	

TABLE No.

Serial No.	Name of the Municipality.	Population.	Income of the Municipality.		
			Income exclud- ing Government grant.	Government grant.	Total.
1	2	3	4	5	6
			Rs.	Rs.	l.s.
42	Maliya	5,743	...	Information not received.	
43	Maliya (Hatina)	5,735	49,214	1,681	50,895
44	Vallabhipur	5,668	28,478	1,159	29,637
45	Thangadh	5,472	58,061	10,073	68,134
46	Jamkondorna	5,147	22,972	1,376	23,348
47	Talaja	5,039	66,653	52,635	1,19,288
48	Liliya	4,841	23,060	5,000	28,060
49	Chotile	4,794	39,998	...	39,998
50	Mendarda	4,554	32,611	6,131	38,742
51	Dhrafa	4,420	13,161	...	13,161
52	Lalpur	4,269	19,681	...	19,681
53	Taukara	4,020	15,000	Information not received.	
54	Umrata	3,752	25,659	1,776	27,435
55	Dungar	3,742	19,452	3,624	23,076
56	Talala	3,019	17,225	...	17,225
57	Dhola	974	16,979	...	16,979
58	Dhasa	800	1,9620	...	19,620
Grand Total		5,52,193	44,71,452	5,11,219	49,07,671

XII (6)—contd.

Total income (excluding Government grant) <i>per capita</i> of population.	Total Number of pupils in primary schools in the area of the municipality.	Percentage of pupils to population.	Total expenditure on primary education from all sources.	Remarks.
7	8	9	10	11
			Rs.	
....	605	10.5	12,612	
8.5	668	11.6	24,060	
5.0	618	10.9	24,258	
10.6	883	16.1	23,592	
4.4	618	12.0	20,316	
13.2	982	19.4	25,819	
4.7	714	14.7	15,068	
8.3	594	12.3	22,566	
7.1	514	11.2	22,153	
2.9	598	13.5	20,974	
4.5	611	14.3	18,134	
...	502	12.4	13,800	
6.8	490	13.0	21,833	
5.1	557	14.8	18,594	
5.7	475	15.7	14,482	
17.4	371	38.6	12,969	
24.5	259	32.3	9,824	
8.0	59,812	10.8	20,24,190	

Another question which has to be considered in this respect is this: would it be necessary to give any time to these non-authorised municipalities also to adjust their budgets to this new obligation? On the one hand, it may be argued that the contribution of non-authorised municipalities is very small and that they would, therefore, find no difficulty in making it even in the first year. On the other hand, it has been argued that the resources of non-authorised municipalities also are not fully developed and that they should also be given some time to adjust themselves to this new responsibility. *We, therefore, recommend that a period of three years should be given to the non-authorised municipalities for*

TABLE No.

Municipalities

Serial No.	Name of the Municipality.	Population.	Income of the Municipality.		
			Income excluding Government grant.	Government grant.	Total.
1	2	3	4	5	6
			Rs.	Rs.	Rs.
1	Bhuj	30,022	2,02,597	20,000	2,22,597
2	Mandvi	29,288	1,81,409	41,000	2,22,409
3	Anjar	20,000	90,593	28,097	1,18,690
4	Mundra	7,709	30,361	13,500	43,861
Grand Total		1,07,019	5,04,960	1,02,597	6,07,557

this purpose. In the first year after the transfer of control, Government should give these municipalities a grant-in-aid equal to the actual expenditure incurred within the municipal area concerned on the responsibilities that are being transferred to them. In the second year, this grant should be reduced to two-thirds, and in the third year, it should be reduced to one-third. In the fourth year, it should be discontinued altogether so that the entire responsibility is assumed by the non-authorised municipality.

5. *Municipalities in Kutch.*—The following table gives the details of the municipalities in Kutch :—

XII (7).

in Kutch.

Total income (excluding Government grant) <i>per capita</i> of population.	Total No. of pupils in primary schools in the area of the municipality.	Percentage of pupils to population.	Total expendi- ture on primary education from all sources.	Remarks.
7	8	9	10	11
			Rs.	
6.7	23,477	11.5	89,080	
6.1	2,467	8.4	27,111	
4.5	1,246	6.2	19,405	
3.9	686	8.8	17,650	
4.7	7,876	7.3	1,53,246	

It will be seen from the above table that the municipalities of Bhuj and Mandvi have a population of more than 25,000 but an income of less than Rs. three lakhs. We feel, however, that these are fairly rich and well-to-do towns and that they should be advised to improve their resources without any delay. Even if they levy the house-tax on the same principles on which it is levied in the area of the old Bombay State, their income would immediately be more than Rs. three lakhs. We, therefore, recommend that Bhuj and Mandvi should be classified as authorised municipalities (Group III) and aided at 60 per cent. of the total expenditure on primary education incurred within their areas. As we have recommended in Saurashtra, a time of five years should be given to these municipalities to enable them to adjust themselves to this new obligation. In the first year after the transfer of control, therefore, the grant-in-aid to these municipalities should be at 80 per cent. of the total expenditure incurred on primary education within their areas. This percentage should be reduced to 75 in the second year, 70 in the third year, 65 in the fourth year and 60 in the fifth year.

The remaining two municipalities of Anjar and Mundra should be classified as non-authorised. They should be given a time of three years to adjust themselves to this new responsibility on the same basis that we have recommended for Saurashtra.

6. *Municipalities in Marathwada.*—As we have stated earlier, the municipalities in Marathwada do not make any contribution to primary education, nor are they associated with its administration in any way. We were not happy at this state of affairs. As it was our opinion that all municipalities should be closely associated with the administration of primary education, we decided to ascertain how the municipalities in Marathwada would respond to the proposal that they should assume responsibility for the provision of primary education within their areas on the same broad lines on which the municipalities in the areas of the old Bombay State did. We, therefore, asked specific questions on this issue both in our general questionnaire as well as in our special questionnaire for Marathwada. We also made it a point to discuss this issue with the persons who gave evidence before us and as stated already, we also convened a special conference of the representatives of the municipalities to discuss the problem in detail. We were glad to note that our proposal was broadly accepted by the people. The Shaikshanik Sankalan Samiti was of the opinion that the proposal to associate municipalities with the administration of the primary education was welcome. It, however, made the reservation that as the municipalities in Marathwada are new and inexperienced and as the resources are inadequate at present, the first Municipal School Boards should consist of nominated persons and the contribution of the municipalities should begin as a small amount and should be

gradually increased and brought to the Bombay level in a period of 10 years. The same view was practically endorsed by several other witnesses as well. The Presidents of the Municipalities who met us in the conference agreed that the municipalities must accept responsibility for primary education within their areas. Their only plea was that their contribution should be very low to begin with and that it should be gradually increased. They also particularly agreed that the Marathwada region may be brought on the Bombay pattern in a period of about 10 years. We also discussed these proposals with the Commissioner of the Division who supported these recommendations. In view of all this evidence, we make the following recommendations to Government :—

(a) *The principle that the Municipalities should be closely associated with the administration of primary education within their area should be accepted forthwith. But in view of the peculiar conditions in Marathwada, the actual enforcement of this principle should be spread over a fairly long time.*

(b) *The first municipal school board to be constituted under the new Primary Education Act should be entirely nominated. They should remain in office for a period of three years and thereafter, the school boards should be elected in accordance with the provisions of the Act.*

(c) *Four municipalities in Marathwada have a population of more than 25,000; but their income is only between three to five lakhs. They are Nanded, Jalna, Aurangabad and Latur. We, therefore, recommend that they should be classified as authorised municipalities (Group III) and aided at 60 per cent. of the expenditure incurred on primary education in their areas.)*

TABLE NO.

Proposed Authorised Municipalities

Serial No.	Name of the Municipality.	Population	Income of the Municipality		
			Income excluding Government grant.	Government grant.	Total.
1	2	3	4	5	6
			Rs.	Rs.	Rs.
1	Nanded ..	65,024	4,25,816	....	4,25,816
2	Jalna ..	58,423	3,80,000	....	3,80,000
3	Aurangabad ..	58,028	3,21,160	....	3,21,160
4	Latur ..	35,363	3,01,556	....	3,01,556
Grand Total ..		2,16,838	14,28,526	....	14,28,526

XII (8).

in Marathwada (Group III).

Opening balance of the Municipality as given in the Budget Estimates of the year 1957-58.	Income (excluding Government) grant <i>per</i> <i>capita</i> of population.	Total No. of pupils in primary schools in the area of the Municipality.	Percentage of pupils to population.	Total expenditure on primary education in the area of the Municipality.
7	8	9	10	11
Rs.				Rs.
5,34,177	6.5	3458	5.3	82,419
3,47,328	6.5	3179	5.4	1,10,663
75,000	5.5	5285	9.1	1,89,950
1,06,481	8.5	2035	5.0	37,945
10,62,986	6.5	13957	6.4	4,20,977

These municipalities will be required ultimately to pay 40 per cent. of the expenditure on primary education within their areas. It will be seen from the above table that the financial resources of these municipalities are extremely low and as stated earlier, they are going to be reduced still further owing to the transfer of the Entertainment Tax and other Motor Vehicles Tax to the State Government. It is true that steps are being taken to increase the financial resources of these municipalities by the levy of Octroi. But it will take some time before the larger income from Octroi and other sources becomes available. We, therefore, feel that the grant-in-aid to these municipalities should be adjusted in a period of six

TABLE No.

Proposed Non-authorised

Serial No.	Name of the Municipality.	Population.	Income of the Municipality		
			Income excluding Government grant.	Government grant.	Total
1	2	3	4	5	6
			Rs.	Rs.	Rs.
1	Parbhani ..	33,446	2,00,655	....	2,00,655
2	Bhir ..	25,636	1,12,558	....	1,12,558
3	Hingoli ..	21,214	1,61,618	....	1,61,618
4	Parli Vaijnath ..	16,572	84,740	....	84,740
5	Udgir ..	16,540	60,000	....	60,000
6	Mominabad ..	16,019	29,943	....	29,943
7	Manmath ..	15,684	67,022	....	67,022
8	Basmath ..	15,359	35,786	....	35,786
9	Osmanabad ..	15,007	73,070	....	73,070
10	Sailu ..	12,819	93,008	....	93,008
11	Degloor ..	11,588	46,715	....	46,715
12	Vaijapur ..	10,341	41,811	....	41,811
13	Gangakhed ..	9,558	24,697	....	24,697
14	Purna ..	9,163	25,684	....	25,684

years. In the first two years, after the transfer of control, the grant-in-aid should be equal to the expenditure incurred on primary education in the area of the municipality concerned during the year preceding the transfer and the municipality should be required to bear only the increase in such expenditure. In the third year, the Government grant to these municipalities should be at 90 per cent. of the total expenditure incurred on primary education within their areas. This percentage should be reduced to 80 in the fourth year, 70 in the fifth year and 60 in the sixth year.

The following table shows the details about the remaining municipalities in Marathwada :—

XII (9).

Municipalities in Marathwada.

Opening balance of the Municipality as given in the Budget Estimates of the year 1957-58.	Income (excluding Government grant) <i>per capita</i> of population.	Total number of pupils in Primary schools in the area of the Municipality.	Percentage of pupils to population.	Total expenditure : on Primary Education in the area of the Municipality.
7	8	9	10	11
Rs.				Rs.
46,737	5.9	1,676	5.0	69,961
1,25,201	4.3	2,440	9.5	1,02,475
2,09,006	7.6	874	4.1	39,362
2,63,168	5.1	1,036	6.2	44,944
38,456	3.6	589	3.5	21,878
14,294	1.8	1,230	7.6	58,342
1,50,599	4.2	327	2.0	10,471
18,465	2.3	910	5.9	...
94,139	4.8	1,441	9.6	88,884
1,89,849	7.2	Information not received.		
77,236	4.0	127	10.9	53,792
77,936	4.0	459	4.4	19,008
36,245	2.5	367	3.8	12,058
48,497	2.7	260	2.8	9,482

TABLE No.

Serial No.	Name of the Municipality.	Population	Income of the Municipality		
			Income excluding Government grant.	Government grant.	Total.
1	2	3	4	5	6
			Rs.	Rs.	Rs.
15	Dharmabad ..	8,993	35,317	....	35,317
16	Kandhar ..	8,890	14,290	....	14,290
17	Murum ..	8,735	12,500	....	12,500
18	Partur ..	8,596	27,385	....	27,385
19	Kundalwadi ..	8,558	16,858	....	16,858
20	Pathri ..	8,267	11,482	....	11,482
21	Tuljapur ..	7,815	71,876	....	71,876
22	Ausa ..	7,788	18,145	....	18,145
23	Jintur ..	7,595	20,411	....	20,411
24	Paithan ..	7,310	33,216	....	33,216
25	Nilanga ..	7,271	12,587	....	12,587
26	Kalampuri ..	7,193	7,064	....	7,064
27	Ahmadpur ..	7,145	15,360	....	15,360
28	Kannad ..	6,600	17,577	....	17,577
29	Dharur ..	6,456	4,000	....	4,000
30	Mukhed ..	6,405	13,680	....	13,680
31	Georai ..	6,118	25,700	....	25,700
32	Manjlegaon ..	6,000	11,046	....	11,046
33	Mudkhed ..	5,898	12,090	....	12,090
34	Kallur ..	5,836	18,590	....	18,590
35	Ashti ..	5,823	8,426	....	8,426
36	Sonpeth ..	5,655	8,278	....	8,278
37	Omerga ..	5,600	11,000	....	11,000

XXII (9).—*contd.*

Opening balance of the Municipality as given in the Budget Estimates of the year 1957-58.	Income (excluding Government grant) <i>per capita</i> of population.	Total number of pupils in Primary schools in the area of the Municipality.	Percent- age of pupils to popula- tion.	Total expenditure on Primary Education in the area of the Municipality.
7	8	9	10	11
Rs.				Rs.
62,642	3.9	266	2.9	10,044
17,498	1.6	877	9.8	34,945
7,252	1.4	704	8.0	23,589
15,664	3.1	472	5.4	17,554
26,250	1.9	350	4.0	16,500
....	1.3	436	5.2	21,391
29,586	9.1	994	12.7	34,972
29,919	2.3	610	7.8	31,930
10,447	2.6	565	7.4	26,071
51,321	4.5	510	6.9	19,486
11,349	1.7	527	7.2	29,372
10,144	0.9	409	5.6	12,658
25,741	2.1	451	6.3	20,338
16,216	2.6	530	8.3	15,744
....	0.6	171	2.6	10,585
21,540	2.1	496	7.7	21,234
15,877	4.2	490	8.0	28,876
18,419	1.8	461	7.6	22,319
30,669	2.0	561	9.5	25,267
13,330	3.1	530	9.0	14,537
8,052	1.4	433	7.4	25,411
15,504	1.4	142	2.5	3,301
....	1.9	408	7.2	20,628

TABLE No.

Serial No.	Name of the Municipality.	Population.	Income of the Municipality.			
			Income excluding Government grant.	Government grant.	Total.	
1	2	3	4	5	6	
			Rs.	Rs.	Rs.	
38	Paranda ..	5509	13,194	....	13,194
39	Gangapur ..	5321	12,625	....	12,625
40	Ambad ..	5223	5,711	....	5,711
41	Kinwat ..	5036	22,860	....	22,860
42	Naldurg ..	5015	10,770	....	10,770
43	Umri ..	4934	18,391	....	18,391
44	Bhoom ..	4592	8,440	....	8,440
45	Bhokardan ..	4415	9,685	....	9,685
46	Biloli ..	4057	14,115	....	14,115
47	Rajura ..	3957	14,271	....	14,271
48	Hadgaon ..	3895	25,490	....	25,490
49	Khuladabad ..	3247	13,275	....	13,275
Grand Total ..			4,48,664	16,52,812	16,52,812

XII (9)—*contd.*

Opening balance of the Municipality as given in the Budget Estimates of the year 1957-58.	Income (excluding Government grant) <i>per capita</i> of population.	Total number of pupils in primary schools in the area of the municipality.	Percentage of pupils to population.	Total expenditure on primary education in the area of the municipality.
7	8	9	10	11
Rs.				Rs.
20,957	2.3	310	5.6	14,280
2,192	2.3	238	4.7	11,436
7,832	1.0	384	7.2	8,899
22,348	4.4	112	2.2	8,904
....	2.1	486	9.6	27,842
49,476	3.7	285	5.7	15,386
3,784	1.8	137	3.0	4,032
7,661	2.1	400	9.6	18,198
15,123	3.4	79	1.9	4,824
5,684	3.6	294	7.4	13,524
16,749	6.5	577	14.8	17,584
....	4.0	319	9.8	11,582
19,79,454	3.6	27,890	6.2	11,68,950

All these municipalities should be classified as non-authorised. As recommended by us already in Saurashtra, these municipalities also should be given a time of four years to adjust themselves to this new responsibility. We, therefore, suggest that, in the first year after the transfer of control, Government should give these municipalities a grant-in-aid equal to the actual expenditure incurred within the municipal area concerned on those responsibilities of primary education that are now being transferred to them. This grant should be reduced to three-fourth in the second year, to one-half in the third year and to one-fourth in the fourth year. It should be discontinued altogether from the fifth year when the entire responsibility would be assumed by the non-authorised municipality.

There is one special feature of the municipalities in Marathwada. Almost all these municipalities have accumulated large balances because the Government of Hyderabad made it obligatory on them to build up certain cash reserves. Most of these municipalities also have very heavy arrears of house-tax to be collected. The information regarding the existing cash balances of municipalities was available and it has been given in Column 7 of table No. XII (8) and XII (9). The data regarding arrears to be collected was not readily available; but we were given to understand that these were larger than even the cash balances. *We recommend that very early steps should be taken to collect these arrears.* If such recoveries are added to the accumulated balances, each municipality in Marathwada will have a sizeable amount of cash resources to begin with. We recommend that 20 per cent. of the aggregate amount of cash balances and recoveries of arrears should be set aside for a Primary School Building Fund. 20 per cent. of the cash balances should be set aside immediately for this purpose and 20 per cent. of the recoveries should be transferred to this Fund as and when they are collected, say, at the end of every quarter. The condition of buildings in Marathwada is very bad and a provision of this type would help very materially in helping to solve the difficulties of accommodating primary schools in urban areas.

7. *Municipalities in Small Towns.*—A reference to the Annexure of Chapter XI as well as to Table Nos. XII(3), XII (6), XII (7), XI (9) of this Chapter will show that there are a number of very small towns or even villages where municipalities have been established at present. The proportion of such municipalities varies from region to region and it is particularly high in Saurashtra on account of historical reasons which have been described already. It is our opinion that it would be better to convert several of these municipalities into Village Panchayats. That would reduce the financial burden on the local community on account of primary education and also give it larger resources to deal with other local problems such as communications water-supply and sanitation. We,

therefore, recommend that in future no municipality should be established at any place where the population is less than 10,000 or where the total income of the municipality is likely to be less than Rs. 50,000. If there is a municipality already existing in a place whose population is less than 5,000 it should be converted into a Village Panchayat unless there are exceptional reasons to the contrary. For instance, hill-stations or industrial settlements may be excluded from this recommendation. If municipalities exist in places where the population is between 5,000 and 10,000 the advantages of conversion to the Village Panchayat should be explained to the local community. We feel that if this proposal is placed before them in the proper manner, the local people would prefer a Village Panchayat to a municipality. The final decision in the matter, may, however, be left to the local people and only those municipalities in this category should be converted into Village Panchayats which pass a resolution to that effect by a majority of two-thirds of the members present at the meeting. (It should not also be less than half the total number of members of the municipality.).

8. *Financial Implications.*—The proposals made in this Chapter will not involve Government in any additional financial liability. It is true that a large number of authorized municipalities are being classified as non-authorized in Vidarbha. We have also recommended a increase of grant-in-aid to the municipalities in Vidarbha. This will involve Government in an additional expenditure of about Rs. 9 lakhs. This increase will, however, be more than compensated by the savings that will accrue as a result of the extension of our proposals to Saurashtra-Kutch and Marathwada. It is true that some time will lapse before these savings materialize fully ; but when they do, they might more than balance the increase in expenditure. Taking the State as a whole, therefore, the financial liability of Government on account of the proposals made in this Chapter will not be increased in any way.

CHAPTER XIII

ADMINISTRATION OF PRIMARY EDUCATION—THE ROLE OF LOCAL BODIES.

1. *The Role of Local Bodies.*—In Chapters VI—XII, discussed the problems of the administration of Primary Education in Urban areas. This discussion was based on three assumptions, viz., (1) the local bodies in these areas—the municipalities should be intimately associated with the administration of primary education ; (2) they should make some contribution towards the expenditure on primary education from their own resources ; and (3) they should be given grants-in-aid from State revenues on a suitable basis. These assumptions, in their turn, are based on the view that local bodies should be entrusted with the administration of primary education. We now propose to adopt the same view for the corresponding local bodies in the rural areas as well and suggest how a good system for the administration of primary education in rural areas may be built up on the same three assumptions. Before proceeding to do so, however, it is *necessary to discuss the fundamental view whether local bodies should or should not be entrusted with the administration of Primary Education.* We have referred to some of the arguments in support of the association of local bodies with primary education in Chapter V. We pointed out, for instance, that the Constitution makes the provision of universal, compulsory and free primary education a responsibility of the Governments at all levels, inclusive of the local. We also pointed out that the widest possible decentralization of executive authority should be a fundamental principle of the administration of primary education and that this principle obviously implies the most intimate association of local bodies with primary education. But we have not had time as yet to examine this really controversial problem in detail and we, therefore, propose to discuss it here before proceeding to outline our proposals for the administration of primary education in rural areas.

2. As is well known, there are two sharply contrasted views on this problem. According to one view, the executive authority at the District and lower levels should vest only in the State Government and be exercised through its officers, and the non-official element may, at the most, be associated with Government at some or all of these levels in an *advisory* capacity. The other view is that, at these levels, the executive authority itself should be vested in local bodies and that the State Government should restrict its activities generally to supervision and grant of financial assistance. Which of these views is in the larger interests of society in general and of primary education in particular is the issue that we have now to examine. Before deciding it, however, it is necessary (1) to trace

the historical development of the relationship of local bodies with primary education, (2) to describe the manner in which the local bodies are associated with the administration of Primary Education at present, and (3) to discuss the public opinion on this problem as it is organised at present in each region. We shall, therefore, first deal with these three problems *seriatim*.

3. *Historical (Area of the Old Bombay State)—Period of Absolute Government Control (1824-1863).*—Beginning with the area of the Old Bombay State, we find that the association of local bodies with the administration of primary education is nearly ninety years old. As is well known, Government started its own drive for the spread of primary education in this State in 1824. For nearly forty years, there was no idea of a local control of primary education and all the primary schools were exclusively controlled and financed by Government.

4. *A period of Association (1863-84).*—In 1863, however, Government sanctioned the levy of a local fund cess of one anna on every rupee of land revenue under Government Resolution, Revenue Department, No. 3115, of 16th September, 1863 which also associated a few non-officials with the administration of the Cess. Its directives on this subject were as follows :—

“The management (of the cess) will be entrusted to Local Committees which will be of two Classes :

(i) District Committees, one for each Collectorate, to consist of Collector and Executive Engineer, and Deputy Inspector of Schools *ex-officio* and stipendiary servants of Government, and non-stipendiary members in about equal proportions, to be all selected by the Collector, with the approval of the Revenue Commissioner, whose consent should be necessary to the removal of any member once appointed.

(ii) Taluka Committees, one for each Mamlatdar's charge to consist of the Collector and his Assistant in charge and the Mamlatdar *ex-officio*, and any member (not less than three) of other members to be nominated by the Collector.”

This association was placed on a more formal basis by the Bombay Local Fund cess Act of 1869 which also substituted the expression “Board” for “Committee”. The District and the Taluka Local Boards were now given large powers in theory. They administered the entire District Fund for Primary Education; prepared their own budgets; transferred or closed schools; regulated fees; and no new schools could be established without their authority. The powers of the Department, on the other hand, were more restricted. It

prescribed the syllabus; appointed and controlled the primary teachers; and arranged for the inspection of primary schools. But this theoretical position was never realised in practice. Mainly owing to the non-development of local bodies, the Taluka or District Local Boards did not generally exercise their powers but delegated them to the Departmental Officers. The Indian Education Commission was, therefore, constrained to point out that although the financial power of the local boards was complete, their practical control over education was limited by their want of confidence in themselves and by the delegation of their own powers to the Departmental Officers.*

5. *A Period of Controlled Delegation (1884-1924).*—The stage of such association, whether informal or formal, came to an end in 1884, when, following the lead given by Lord Ripon, slightly democratized local bodies, District and Taluka Boards for rural areas—and municipalities for urban areas—were established and primary education was transferred to their control. This did not imply a great change for the District Local Boards. But it was a revolutionary reform for the municipalities who were not, as shown already in Chapter X, connected with the administration of primary education prior to this date. They were now given all the financial powers which the local boards enjoyed in the past, viz., the power to sanction budgets, to open or close schools, to regulate fees, etc. In addition, they were also given the powers to control the staff employed in primary schools, subject to the proviso that these powers could be delegated to the Departmental officers if necessary. Similar powers were also conferred on the District Local Boards in respect of the primary schools in rural areas and the Department was entrusted with inspection, framing of the syllabus, training of primary teachers, etc. But even during this period, the local bodies did not exercise any effective control. The District Local Boards delegated most of their powers to the Departmental Officers as in the past; and as the awakening in urban areas was greater, municipalities alone were able to exercise some effective control in practice. In short, it may be stated that between 1884 and 1924—

(1) The Department inspected all the primary schools in the State and exercise a general supervision over the administration of primary education, besides having the exclusive authority to make rules and regulations, to train teachers and to prescribe the syllabus.

* Report, pp. 153-54.

(2) The District Local Boards sanctioned the educational budget (prepared by the Deputy Educational Inspector of the District), decided upon the location of schools and regulated fees. All other powers vested in them, such as the authority to appoint, promote, transfer, punish or dismiss teachers, to fix salaries, allowances and pension contributions, to grant leave, etc., were exercised by the Department on their behalf.

(3) The Municipalities exercised greater effective control in practice and administered primary education in their areas subject, however, to the rules and regulations made by the Department. even in respect of these schools, therefore, the Department still retained a large amount of direct and indirect control.

There is another aspect of this problem which has to be taken into consideration. The local bodies of this period were also internally controlled by Government because there were a number of nominated members and the Revenue Officers were *ex-officio* Presidents. Moreover, they were also fairly docile in their attitude because Mahatma Gandhi had not yet entered the scene and the struggle for freedom had not yet entered the bitter and decisive stage. Consequently, this may be said to be a period when Government administered primary education in collaboration and co-operation with local bodies.

6. *A period of Uncontrolled Delegation (1924-38).*—Under the Reform Act of 1919, Dyarchy was introduced at the State level and the Departments of Local Self-Government as well as of Education were transferred to the control of Indian Ministers responsible to the Provincial legislature. Consequently, revolutionary changes were introduced in both the fields. On the one hand, the local bodies were greatly democratised by broadening the franchise, reducing the number of nominated members, and permitting the election of non-official presidents. The local bodies, therefore, now came closer to the people and began, for the first time, to reflect the will of the masses. In the field of education, the Bombay Primary Education Act, 1923, transferred the entire control of primary education to the local bodies. They were now empowered to sanction their educational budgets; they appointed their own administrative officers; they had full authority to appoint and transfer teachers and to control their services; they could also appoint their own supervisory and inspecting staff; they could sanction text-books; and in short, they were in absolute possession of almost all authority in the field of primary education. The only powers left to Government were to enact legislation, to train teachers, to determine syllabus, and to give grants-in-aid. The power of supervision was, theoretically vested in Government but as it hardly had any staff for the purpose the posts of the Deputy Educational Inspectors who used to control all primary education in the past were held in abeyance no control whatsoever could be exercised in practice. This policy

was adopted, it may be incidentally pointed out, not only in Bombay but practically in all Provinces of British India. As the Hartog committee observed, Ministers of Education were given control of primary education for the first time in 1921. As soon as they got this authority, they proceeded to divest themselves of it immediately by transferring it to local bodies; and the transfer was so great that Ministers responsible to the legislature had "no effective control of the expenditure of money voted for mass education".

7. The results of this period of uncontrolled delegation which continued from 1924 to 1938 have been evaluated differently. One group of thinkers who emphasize the expansion of mass education is of opinion that this transfer was in the larger interests of society, inspite of the several defects that crept in, partly on account of the uncontrolled nature of the delegation, and partly on account of the lack of administrative training and experience. They point out that these Boards raised the local fund cess, collected voluntary contributions, started hundreds of new primary schools, appointed additional teachers, carried on propoganda among the masses for the spread of primary education, and increased the enrolment in primary schools very greatly. In fact, it was these boards that took education even to remote villages and made the rural people "school-mined". This was a period of retrenchments and cuts in Governmental expenditure and, therefore, it is doubtful whether all these good results could have been obtained if the local bodies had not come forward to supplement Government grants with large funds of their own. In short, the view of these thinkers is that the local bodies did a signal service to the cause of primary education during this crucial period by providing additional resources and by educating public opinion.

8. The other group of thinkers do not deny these gains. But they emphasize the fact that a very heavy price had to be paid for these gains and that they were accompanied by several evils, particularly in respect of the control of primary teachers. This view is best expressed by the Hartog Committee which observed :—

"There is thus ample evidence that local bodies are very inexperienced in the difficult work of educational administration, that they are often reluctant to consult educational officers, and that, in consequence, there is much that is wasteful and ineffective in the present system.

We now turn to the question of the appointment, promotion and transfer of teachers. In England these matters, which involve much detail where the number of teachers is large, are dealt with by local bodies with the assistance of a highly trained and competent staff. Local bodies in India do not usually employ such staff although in a few places there are executive Officers for educational purposes. In most cases the executive powers in these matters are delegated by the local body, or are actually transferred

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by law, to the Chairman (as in the United Provinces under an Act of 1928). It is on the one hand a disadvantage to place on an unpaid officer heavy administrative responsibilities; on the other hand, when abuses of power occur, they are easier to deal with if the responsibility is placed on a single individual than if it is placed on a body of persons. It is a distressing feature in the present system that local bodies and their chairmen have in many instances, gravely abused their powers for political and other purposes, and that teachers are being used as election agents, and are transferred at election times for the purpose of influencing elections.....The advice of the inspecting staff in these matters is frequently unsought, and when advice is tendered it is often ignored. Small wonder is it that the teacher finds it necessary to devote the greater part of his energies towards ingratiating himself with some influential member of the board in order to obtain a transfer to a more desirable locality or to secure his retention in his present desirable school. The Chairman of one district board writes that some of the teachers devote much of their time to paying frequent visits to members in order to get themselves transferred or in trying to get the order of their transfer cancelled. The effect upon the discipline among the teachers and the tuition in the schools is deplorable, and disaster must certainly follow in these districts where these practices are allowed to *continue”.

9. Those who support the transfer of primary education to local control do not deny the truth of such charges. They, however, contend that such instances are greatly exaggerated and that, at the most, they make out a case for greater control by Government rather than for depriving the local bodies of all association with primary education. A controversy regarding the desirability of the transfer of primary education to local bodies, therefore, started as soon as the Hartog Report was published, and two alternatives began to be discussed: (1) the resumption, of primary education under the direct control of Government or (2) retention of local control in primary education with larger assumption of powers to Government. No decision, was, however, taken on the problem till the Congress came to power in 1937 under Provincial Autonomy. The Congress party also was greatly divided over the issue. Some members were strongly in favour of the system created by the Primary Education Act of 1923 and desired to continue it, while some others wanted to deprive the local bodies of all their powers over primary education. Finally, a compromise was reached on the “middle course” of retaining the administration of primary education with the local bodies subject to (i) providing them with a trained and competent Staff and (ii) resuming the powers of inspection to Government. This decision came to be embodied in the amending Act of 1938.

*Report, pages 328, 329.

10. *Resumption of Larger Powers of Control (1938-58).—*The Bombay Primary Education (Amendment) Act, 1938, was therefore, based on this idea of resumption of larger powers of control to Government. It made the Administrative Officers the servants of Government with the object of providing the boards with trained, experienced and fearless Chief Executive Officers. It also vested the authority of inspection in Government so that the old posts of the Deputy Educational Inspectors were revived and all Inspecting Officers were transferred from the School Boards to the Education Department. In accordance with the view of the Hartog Committee that the powers of appointment and transfers of primary teachers should be vested in officers rather than in committees of non-officials, the powers of the appointments and transfers of primary teachers were withdrawn from the Boards and were vested personally in the Administrative Officer who was given certain general instructions in these matters and was further made subject to the direct control of the Educational Inspector in his behalf. In short, the control of primary education was left with the local bodies but steps were taken to see that the evils complained of by the Hartog Committee were eliminated.

11. Obviously, so drastic a change in the administrative set up could not be accepted by the public without a protest. So the controversy dragged on and another compromise was reached under the Bombay Primary Education Act, 1947. Under its provisions, transfers continued to be a personal responsibility of the Administrative Officer. But the chairman of the School Board was associated with the appointments and control of staff through the Staff Selection Committees and the Appellate Tribunals. Similarly, the School Boards, which had no subordinate inspecting staff below the Administrative Officer since 1938, were now given the power to appoint some Assistant Administrative Officers and Supervisors. Thirdly, although the Act made no change either in the grants-in-aid to authorized municipalities, or in the powers of municipal school boards, it liberalised the grants-in-aid to District School Boards to cover the entire deficit in their budgets. Consequently, the power to sanction the budgets of the District School Boards was vested in Government itself and, as a consequence, the powers of the District School Boards were considerably reduced. Fourthly, it introduced the system of nominating two or three members on all School Boards—municipal or district. Lastly, the authority to prescribe textbooks in primary schools was also resumed to Government. Like all compromises, this system also is not liked by several thinkers—some preferring to go back to the Act of 1923 and others wanting to go ahead and to dissociate the local bodies completely from primary education.

12. The foregoing history of the relationship of local bodies with the administration of primary education in the area of the Old Bombay State shows all the different forms of relationship possible, viz.—

- (1) Complete centralization in the hands of Government ;
- (2) informal or formal association of non-officials with the administration of the primary schools ;
- (3) co-operation and collaboration of local bodies in a system in which most of the major powers remained with Government ;
- (4) complete and uncontrolled delegation of authority to local bodies ; and
- (5) delegation of authority to local bodies combined with adequate powers of supervision and control for Government.

The preceding narrative shows how this last stage was reached as a measure of administrative maturity *after* all other alternatives had been tried and failed. It also shows that the ultimate solution of this difficult problem has to be sought in some such compromise wherein the local bodies would administer primary education but would also be subject to a close supervision from Government.

13. *Historical (Saurashtra).*—As stated already in Chapter XII, the two hundred and odd States that existed in the Saurashtra area prior to 1948 did not provide any scope for the development of local bodies. Between 1948 and 1956, therefore, the first responsibility of the Government of Saurashtra was to create a uniform pattern of primary education in all parts of the State and to organise a Central Education Department. But as soon as this was done, it established municipalities in towns ; but as they were in their infancy, it was not considered desirable to entrust them with the responsibility for primary education. It also created Panchayats and District Panchayats for rural areas as soon as the situation was ripe ; and finally, it decided to decentralize executive authority in primary education and passed the Saurashtra Primary Education Act, 1956, which is modelled on the lines of the Bombay Primary Education Act, 1947. It creates a School Board for each District and vests it with full authority to manage the primary schools within its area. Its principal differences with the Bombay Act are two : (1) it does not empower municipal authorities to control primary education and (2) it has transferred all the Government Inspecting Staff to the District School Boards on the model of the Bombay Primary Education Act, 1923. The history of the problem in Saurashtra, therefore does not throw any additional light on the problem.

14. *Historical (Marathwada).*—As stated in Chapter XII, the local fund cess was imposed in Marathwada in 1889 and District and Taluka Local Boards were created to administer its proceeds. A part of the Cess was to be devoted to education ; but as the policy of the Nizam's Government was to keep education under its own strict and direct control, the District Local Boards were required to spend a part of their income on the construction of school buildings only. The local bodies in Marathwada—both municipalities and district local boards—were, therefore, never associated with the administration of primary education. This position continues even to-day.

15. *Historical (Vidarbha).*—The history of the development of local bodies in Vidarbha and of their association with the administration of primary education is, however, of great interest as it provides a contrast to that in Bombay in some respects and thereby highlights one or two important aspects of the problem. We shall, therefore, deal with it in some detail.

16. *Association of Municipalities with the Administration of Primary Education (1883-1958).*—The history of the association of local bodies with the administration of primary education in Vidarbha is partly similar to that in Bombay and partly different. As stated already in Chapter XII, municipalities in Vidarbha began to be established in 1866-67 and they were given full authority to control primary education within their areas soon after the Indian Education Commission of 1882 and the position remains unchanged to this date. All municipalities in Vidarbha, therefore, are authorized municipalities and compared to those in Bombay, they get less liberal financial assistance but exercise more powers. For instance, there is no Administrative Officer for municipalities in Vidarbha. There is also no staff selection committees nor an Appellate Tribunal. Inspection of Municipal Primary Schools, however, is a responsibility of Government.

17. *Administration of Primary Education in Rural Areas (1853-83).*—The four districts of Nagpur lapsed to British Government in 1853 and the four districts of Berar were assigned by the Nizam even later—Modern educational development in Vidarbha therefore, began later in Vidarbha than in Bombay. The Education Department itself, which was organised in Bombay in 1855, began in the Central Provinces in 1862-63 and in Berar in 1866-67. In spite of these late beginnings, the local fund cess was levied in the Central Provinces in 1862-63 and in Berar in 1868—a period which almost coincides with that in Bombay where the Cess was levied in some areas in 1863 and generalized for the State as a whole in 1869. Unlike Bombay, however, the levy of this cess was not accompanied by any association of non-officials with the expenditure of its proceeds and, in practice, the cess was administered by the local officers of the Revenue Department till 1883. The rural primary schools of this period were, therefore, financed from the local fund cess but controlled exclusively by Government.

18. *A Period of Controlled Delegation (1883-1920).*—In 1883, the first step was taken in Vidarbha to create local bodies in rural areas and to entrust them with the administration of primary education. Act III of 1883 created Village School Committees, Local Boards and District Councils and entrusted them with the “management, maintenance and visiting of schools and the construction and repairs of all their buildings”. Moreover, section 16 of the Act provided that “every District Council, and every Local Board (which was constituted for each Tahsil) as the agent of, and subject to the control of, its District Council, may from time to time appoint school Committees for the several schools under its control and administration, and shall, as far as may be practicable, conduct the management of any school for which such a Committee has been appointed, through that Committee”. Thus began a three-tier system of school Committees at the village level, Local Boards at the Tahsil level and District Councils at the District level which, even in the present conditions, is ideally suited for the administration of primary education in rural areas. The further development of local bodies in Vidarbha followed the same general pattern as in Bombay until 1920 and it is unnecessary to deal with its details here. It would be sufficient to state, however, that Vidarbha emphasized the establishment and improvement of village school Committees right from the start. It is true that they did not develop as fully in practice as they were emphasized in theory. But this early attempt to evolve village Committees by Vidarbha comes as a refreshing contrast to Bombay where they were neglected altogether. The rural schools in Vidarbha have always been held in high esteem and a part at least of their achievement is due to this emphasis on village school Committees.

19. *The Era of the District Councils (1920-48).*—Under the Reform Act of 1919, the composition of the District Councils was democratized on the same lines as were later adopted in Bombay under the Bombay District Local Boards Act of 1923. These bodies, therefore, came closer to the people and they developed primary education in Vidarbha between 1920 and 1948 on the same lines which were followed by the District School Boards in Bombay between 1924 and 1938. Needless to say, these councils also revealed the same general weaknesses which were described by the Hartog Report and which developed in all Provinces of British India where uncontrolled authority had been delegated to local bodies. Probably, the extent of these evils in Vidarbha was not extensive. Whatever the reason, however, the fact remains that the old Madhya Pradesh Government did not think of reforming the administration of primary education as the Government of Bombay did in 1938 and the pattern of the old District Councils created in 1883 continued unchanged till 1948 in Vidarbha. Moreover, it is also worthy of note that the Government of Madhya Pradesh did not abolish the

Tahsil Local Boards which were abolished in Bombay under Provincial Autonomy. This emphasis on the Taluka level unit has been another special feature of Vidarbha.

20. *The Janapada (1948-58).*—In 1948, Vidarbha introduced the novel experiment of the Janapada which, in spite of all the original intentions to the contrary has merely become an epitome of the District Council with two differences—the jurisdiction of a Janapada is restricted to a Tahsil and the Sub-divisional Officer of the Revenue Department is the *ex-officio* Chief Executive Officer of the Janapada. We are not concerned here with the general characteristics of this bold and challenging experiment. A bill for the abolition of the Janapada is already before the Assembly and for all we know, the last curtain of this drama may be dropped in the near future. We are only concerned here with the educational aspect of this experiment. From this point of view, we think that the great achievement of the Janapadas has been to create popular leadership at the Tahsil level. The concentration of administrative authority at the District level inevitably leads to the concentration of popular leadership also in District towns and it is always a problem to develop proper leadership in rural areas. It was a pleasant surprise for us to find that this difficult result had been achieved in the Janapada experiment and wherever we went, we found definite evidence that the Janapada was far closer, to the people than a District Council or Board can ever be. Another interesting result seen was a more equitable development of education in all the Tahsils of a District. Under the old regime of regarding the District as a unit, some Tahsils used to be neglected, especially when their representatives belonged to a minority group. The Janapada gives an equal chance to every Tahsil and we, therefore, found that it was easier to create more equitable provision of educational facilities and opportunities under this set up. On the negative side, we found that the evils of the old system have continued under the Janapada also. The Chief Executive Officer has no time to look to the work of the Janapada itself and more often than not, he neglects the educational duties—which are considered to be the least important—even when he looks after the other duties with some measure of conscientious effort. The educational work is, therefore, generally left to a clerk so that all the old ideas of providing Janapadas with “trained and experienced” staff have never materialised. Secondly, the Government grants to the Janapadas are extremely meagre—these will be discussed in a later section in detail—and have proved to be a great stumbling block in the way of progress. But we were glad to find that the Janapadas have everywhere raised additional resources and done their best for the spread of education. Under the Janapada Act, a levy of the local Fund cess at 18 pies is compulsory (Section 85). “There is a further provision of levying additional cess at the maximum rate of 12 pies per rupee under sections 86 and 87 of the Act. The imposition of

this cess is, however, left at the option of the Janapada Sabhas. This source has been provided to enable the Janapada Sabhas to have additional income to meet their growing expenditure. In Central Provinces districts, out of 60 Janapada Sabhas 35 have so far imposed this tax up to the maximum rate and in the case of three Janapada Sabhas it has been imposed at a lower rate. In case of Bihar it is 6 pies, Durg 4 pies and Bemetara 10 pies per rupee. In Berar, with the exception of Murtajapur and Pusad, all other Janapada Sabhas have imposed this cess. In Balapur and Washim it is 6 pies per rupee, Melghat 9 pies and elsewhere 12 pies in the rupee". Other voluntary contributions for buildings etc., have also been raised. A reference to paragraph 7 *supra* will show that this is precisely what happened in Bombay between 1924 and 1938. Thirdly, the position regarding the recruitment and control of staff was not very happy even under the District Councils. Under the Janapada Scheme, it has deteriorated even further. As the Janapada Enquiry Committee—and this was a Committee which was out to save Janapadas at all costs—observes :

"The present system has not yielded satisfactory results. The reasons are obvious. It is not free from outside and group influence. It is not always possible for the best candidate to secure appointment. It is true that the appointing authority generally selects the candidate with the prescribed minimum qualification, but he is not necessarily a candidate with the highest qualifications from among the applicants. Support of influential group does not play a small part in the final choice. Almost the same position exists in the promotions also. In these circumstances, it is unnatural to expect party neutrality in the staff. The need for reform in this direction has been recognised since a long time..... "There are two more things that also need to be considered in order to increase efficiency of the staff. The first refers to the scales of their pay. The present scales vary from Sabha to Sabha. It would, therefore, be necessary to fix standard uniform scales of pay and uniform conditions of service, particularly in the case of lower grades of service. It has been suggested that the scales of pay and other conditions should be the same as of Government servants of equal standing.....

"The next point is about the training of the employees. In order to raise the standard of efficiency, the Janapada Sabhas should, as far as possible in the case of superior posts, recruit only such persons who have got a degree or diploma in Local Self-Government or Public Administration. This should not remain confined only to the new entrants, but the Janapada Sabhas should also afford facilities for the training of their young and promising employees by grant of study leave, fees and other concessions.

* Report of the Janapad Enquiry Committee, pp. 34-35.

At present the Janapada Sabhas give a maximum of two advanced increments to such of the trainees, but this in our opinion is not sufficient. They should be given more increments. The advantage of having a trained personnel is obvious. It enables the employee to work in a more systematic and intelligent way. To give effect to the above proposals suitable directions may be issued under section 152 of the Local Government Act*";

The last paragraph of the above quotation does not make a special reference to primary teachers. But, in Vidarbha, the most frequent complaint was that trained teachers were available but not recruited by some Janapada Sabhas. In short, the Janapada experiment has shown us both advantages and disadvantages of the concentration of executive authority at the Tahsil level and it is for us to see how we benefit from it in our future planning.

21. *Existing Position Regarding the Association of Local Bodies with the Administration of Primary Education.*—The existing position regarding the association of local bodies with the administration of primary education as well as the general public opinion thereon may now be summed up. In Marathwada, the local bodies have nothing to do with primary education. The evidence that was led before us showed that the primary teachers preferred to continue as servants of the State Government and would not desire the transfer of primary education to local bodies. But if this was to come on democratic grounds, they requested that their existing rights and privileges—particularly the right to pension—should not be jeopardised. Amongst the members of the public, a small minority suggested the continuance of the *status quo*. But several other witnesses and particularly the Shaikshanik Sankalan Samiti which represents the most influential section of public opinion suggested that primary education should be transferred to local bodies with adequate safeguards and that some special measures should also be adopted in Marathwada in view of the recent development and general inexperience of its local bodies. In Saurashtra, where only municipalities are not associated with primary education, it was only a small minority that suggested the centralization of primary education under the State Government and the large majority was in favour of decentralization and transfer to local bodies. In the area of the old Bombay State, where local bodies have been in charge of primary education since 1884, opinion was generally divided and all points of view were represented. Some advocated total centralization under the State Government, some desired to go back to the Act of 1923, and several others—it was this group that formed the majority—desired to continue the *status quo* with some changes. The teachers from Bombay City stated that Government should have no powers to interfere with

* Report, pp. 71-3.

the freedom of the local bodies which should be entrusted with primary education. The representatives of the mofussil teachers generally accepted local bodies but without much enthusiasm. In Vidarbha, where also the local bodies have an unbroken association with primary education since 1883, the public opinion was similar to that in Bombay—a minority in favour of centralization and a majority in favour of entrusting primary education to local bodies. But here, the issue of the Tahsil *versus* the District unit was hotly discussed. We also found that the primary teachers were strongly against the Janapadas and desired the State Government to take over the control of primary education. We tried to elicit their opinion on the Bombay pattern; but they refused to discuss it and probably could not also visualise it proper. On the whole, therefore, it may be said that—

(a) a large majority of public opinion in all parts of the state is in favour of decentralization and associating local bodies with the administration of primary education;

(b) some advocate still larger powers to local bodies;

(c) some advocate a curtailment of existing powers and prefer to associate local bodies in an advisory capacity only;

(d) a small minority would have no truck with the concept and desires complete centralization under the State Government; and

(e) primary teachers are generally in favour of centralization under the State Government. But they are also not opposed to the administration of primary education by local bodies, provided certain evils revealed in the past are prevented by proper safeguards.

22. *Issues to be decided.*—In the light of this past, history and experience, the following issues will have to be decided in the first instance and our decisions thereon, whatever they may be, shall have to be taken as a basis of our policy in future :—

(a) What are the advantages of entrusting the administration of primary education to local bodies?

(b) what are the common evils that are seen in the administration of primary education when it is entrusted to the local bodies?

(c) Assuming that the administration of primary education is to be entrusted to local bodies, what safeguards should be provided to guard against the recurrence of evils which have been commonly noticed in the past? and

(d) What are the different levels—District, Tahsil or Taluka, and the village—where local bodies would have to be created and what should be the composition of these bodies and the nature of the functions to be assigned to them at each level?

We propose to discuss the first three of these issues in this Chapter and fourth issue, which needs a more detailed discussion would be reserved for the next.

23. *Method of Comparative Studies.*—It is rather unfortunate that a comparative study of the administrative systems of primary education in the other countries of the world does not give us much help in deciding these issues. Every country evolves a system of administration best suited to its own genius and it is, therefore, possible to show all kinds of permutations and combinations of different patterns and basic principles. In the totalitarian countries, the entire system of education is highly centralized. But sometimes, the delegation of authority at lower levels is so great that the actual working of primary schools at the village or municipal level shows hardly any variation from that in democratic countries. On the other hand, not all democratic countries have a decentralized system of the administration of primary education. The United States of America and England are examples of democratic countries with decentralized patterns for the administration of primary education; Australia and New Zealand are examples of democratic countries with highly centralized patterns for the administration of primary education; and France has a democratic constitution and a fairly centralized system of the administration of primary education. Moreover, at the local community level, a small rural community in the U. S. S. R., which has a totalitarian constitution and a centralized pattern of educational administration, has even larger powers than a Village School Committee in India which has a democratic constitution and a supposedly decentralized pattern of administration. A comparative study of the administration of primary education in the other countries of the world does not, therefore, offer any great help in the solution of this problem. It will, therefore, be necessary to look to our own past history and to decide these problems in the light of our own peculiar social and cultural requirements.

24. *Advantages of Associating Local Bodies with the Administration of Primary Education.*—Taking the first of the four issues raised above in paragraph 22 for discussion in the light of our own history and social and cultural needs, we find that the association of local bodies is absolutely essential if a really democratic way of life is to be created in India. We have already discussed this problem in paragraphs 3 to 9 of Chapter V and shown how the two programmes of (1) the development of democracy and (2) the development of mass education can supplement each other and how it is possible to evolve a common programme in which the very effort to provide for the education of children becomes an integral programme of the education of the adults themselves. Secondly, our own cultural traditions are entirely in favour of developing fairly autonomous and largely self-sufficient local communities and if our future

administration is to be built up on this basis, the decentralization of the executive authority in primary education at the local level become an inescapable condition of administrative organisation. Thirdly, the three advantages, of rousing local enthusiasm, developing local initiative, and harnessing local resources are so obvious and have been in evidence so frequently in our past history that they hardly need any repetition or re-emphasis; and lastly, experience all over the world has shown that a system of multiple-source finance of primary education is always superior to a single-source finance system. When primary education is supported by the source only, such as fees, local rates, state revenues, or central subsidies, there are sudden and frequent changes in policy. But if it can be supported by as many different sources as possible, the losses in one source are generally balanced by gains in another and the progress of mass education does not suffer. It would, therefore, be always better to involve local bodies to the cause of primary education and create a multiple-source system to finance it.

25. Disadvantages of Entrusting Primary Education to Local Bodies.—We found that these advantages of associating local bodies with primary education were not denied by any one. Even those who opposed such association admitted these advantages; but they contended that these were more than counterbalanced by several other evils, especially, those regarding the recruitment and service conditions of primary teachers. For example, the following evils were pointed out to us in support of the view that the administration of primary education should be centralized under the State Government :—

(a) The local bodies do not have adequate resources to finance programmes of primary education and hence the progress of primary education has always been hindered by its delegation to local bodies.

(b) The interests of the primary teachers suffer because as servants of the State Government they are entitled to get pensions, while they get only a provident fund as servants of local bodies.

(c) The scales of pay of the employees of local bodies are generally lower than those of the State Government. They also vary from one local body to another. Hence primary teachers under local bodies would receive lower remuneration and there would be no common State Scale of pay (This was particularly emphasized in Vidarbha where until very recently scales of pay varied from Janapada to Janapada and where even now, the equalisation of emoluments is not quite complete).

(d) The salaries of the primary teachers under local bodies are not paid regularly from month to month (This was also emphasized in Vidarbha where we were told, the salaries of teachers were sometimes in arrears for 3 to 4 months).

(e) There are several influences at work in local bodies and the recruitment of teachers is far from happy (This was a fairly general complaint, but especially pronounced in Vidarbha).

(f) The transfers of teachers are the biggest administrative headache and there were complaints about this every where, even in areas where the control was exclusively in the hands of Government.

(g) The discipline of teachers becomes slack under local control as they become more interested in pleasing members than in teaching children.

(h) Teachers are often used for purposes of election.

(i) The local bodies do not have that competent and experienced staff which is needed to deal satisfactorily with the varied and thorny problems of primary education.

The last five of these charges, it may be noted, were voiced as early as 1930 by the Hartog Report. No person who gave evidence before us added in any way to the graphic description of these charges given by the Hartog Report and quoted by us earlier.

If these evils cannot be remedied, the conclusion would be inevitable that, in spite of all the advantages they can bring, local bodies will have to be dissociated from the administration of primary education. But fortunately, it is seen that most of these evils arose in the early days of uncontrolled delegation. They have already begun to disappear with the adoption of adequate safeguards and if they have not disappeared completely, it is mainly due to the fact that the State Government itself is not fully alive to its responsibilities in the matter. It is these developments that make one very hopeful about the association of local bodies with the administration of primary education and we shall, therefore, show briefly how the adoption of certain safeguards and programmes by the State Government can help in reducing or eliminating these evils.

26. A careful analysis of the above charges shows that they can be divided under three main heads: (1) finance, (2) administrative staff and (3) selection and control of primary teachers. Deficiencies (a) and (d) are mainly financial, deficiency (i) refers to administrative staff, and deficiencies (b), (c), (e), (f), (g), and (h) are related to the selection and control of primary teachers. We shall, therefore, deal with them separately under these three heads:—

(a) *Finance*.—Inadequacy of finance has been a major handicap of local bodies right from the start and we agree that it has often been responsible for a number of deficiencies with which their administration is often charged. We would, however, like to point out that this is hardly a fault of the local bodies. As early

as 1882, Lord Ripon who founded Local Self-Government in India emphasized the fundamental principle that local bodies would succeed only (a) if adequate resources were made available and (b) if transfer of duties involving additional expenditure was simultaneously followed by transfer of additional and adequate resources. Unfortunately, this advice has been often forgotten in our history. This led to certain evils for which the local bodies are not really responsible although we often blame them unwittingly. In fact, we would like to point out that, if this financial argument is pressed to its logical conclusion, and if it is held that primary education should be entrusted to that Government only which has the financial resources to support the programme, the conclusion becomes inescapable that the Union Government alone should take over primary education, because it alone has the necessary finances. But it is not necessary to over-emphasize the financial issue. We have already pointed out in Chapter V that decentralization of executive authority is only one principle of the administration of primary education. It has to be supplemented by another equally important principle i.e. the centralization of financial responsibility. If this is done and if a suitable system of grant-in-aid is developed, the local bodies would not be handicapped on financial grounds. In fact, our contention is that, if the State Government were to give a grant-in-aid of a certain amount to a local body, it will have a much better return for it than if the same amount were to be spent by it through its own agency. We, therefore, do not think that the financial arguments really show the need to centralize the administration of primary education. They suggest, at the best, the need for the creation of an adequate and efficient system of grant-in-aid a matter for which we are suggesting a detailed and practicable programme in this Report. Incidentally, we admit that the charge of irregular payments of salaries levelled against the Janapadas is true. But even this is not a fault of the Janapadas. The evil can be easily prevented (1) by creating a Primary Education Fund for each Janapada, (2) by paying Government grants regularly, and (3) by making it obligatory on Janapadas to maintain sufficiently large minimum general balances.

(b) *Trained and Efficient Administrative Staff.*—Then comes the second important charge that local bodies do not have a trained and efficient administrative staff. The success of every democracy depends largely on the integrity and efficiency of its civil service and it is, therefore, argued that local bodies which cannot command a civil service of this type should not be entrusted with such vital duties as primary education. We admit that this has unfortunately been the fact in the history of local bodies in India. The British Government was always interested in maintaining a poorer standard of efficiency in local bodies because they could always point it out to prove that European administration

was better than 'Indian' administration. They even maintained the princely States for the same reason. But now that a national Government is in power, we see no reason why *this state of affairs* should be allowed to continue. We feel that it is a responsibility of the State Government (a) to give the same status and emoluments to the employees of local bodies as are given to its own employees of a similar category, (b) to provide the local bodies with a cadre of trained and efficient Chief Executive Officers and other key personnel, and (c) to make all the necessary arrangements for training all the staff of local bodies. If these measures are adopted, the artificial differences that now exist in the level of efficiency between Government Departments and local bodies would disappear and, owing to the closer personal supervision that is always possible at the local level, it may even be possible for local bodies to show a better standard of efficiency.

We have a very strong feeling that many of the evils that now drag the foot-steps of the administration of primary education under local bodies would disappear completely if the concept of providing each School Board with a trained and competent administrative officer who shall be a Government Servant but shall also have the necessary democratic outlook required for work under local bodies, can be worked out in the proper spirit. We have discovered, however, that this concept breaks down in practice at *every* point. Let us first see whether our administrative officers are really trained and competent. They are trained as teachers, but we have not even visualised the fact that they need a certain amount of administrative training. We also find that Administrative Officers of smaller municipalities are just Assistant Deputy Educational Inspectors. Among them, and even among the Gazetted Administrative Officers of the District School Boards or major authorized municipalities, incompetence to deal with or even to understand the problems of primary education is unfortunately frequent. Then comes the major consideration whether they have the democratic temperament necessary to work with local bodies. We must admit that we were most disappointed on this score. We found that the vast majority of Government servants had no faith in local bodies and recommended that the administration of primary education should be centralized under the State Government. We appreciate their frankness; but we could not help feeling that, with such attitudes, they can only make poor executives for local bodies. As early, as 1882, Lord Ripon warned that local bodies would succeed only if Government Officers "set themselves to foster sedulously the small beginnings of the independent political life and came to realise that the system really opened to them fairer field for the exercise of administrative and directive energy than the more autocratic system which it superseded". He gave this warning

to European Officers who were accustomed to autocratic methods and whose autocratic behaviour in dealing with Indians could be understood and pardoned. But although seventy-five years have passed since these words were first written, the attitude of the average official has not changed very materially and what is worse, we often find Indian officers to be more autocratic in dealing with our own people than even the Europeans of the past ! Training is not merely a question of information or skills. It is essentially a problem of creating the right values and attitudes and, from this point of view, we must admit that we have hardly made any attempt to "train" our Administrative Officers.

Against this unhappy background, we can understand what often happens in School Boards. The non-official members of the Board generally start with a hostile attitude towards the Administrative Officer who is a mere "bird of passage" and the Administrative Officer himself often develops equally hostile attitudes towards his lawful "masters" for the time being.

Probably, the finest description of the situation and its remedy is found in the Report of the Janapada Enquiry Committee. Commenting on the relationship between the Chief Executive Officer of the Janapada (who is a Government Servant) and the members of the Janapada, the Committee writes :

"The scheme under-estimated the force of habit and tradition. The Government Officers who lived and moved and had their being in the prevailing moral atmosphere of the day could not change their outlook overnight. There may be some justification in expecting them to do so after the attainment of Independence and undoubtedly some of them have exhibited remarkable adaptability and sense of public responsibility. By and large, however, they have found it very difficult to do so. We do not question their patriotism. They are, however, creatures of powerful circumstances. Psychologically, two blocks are in evidence. The one may be described as official and is inclined towards authoritarianism as the means of remedying the ills of administration. Some of the men of this block look upon non-official persons who have not received education of a certain standard with supercilious aid and contempt and smell their motives. Their less fortunate brethren of the other block (which may be described as non-official) return the compliment by regarding the former as men "dressed in brief little authority" who like the "poor player" in Macbeth, strut and fret their hour upon the stage and then are heard no more. They are viewed as relics of the past. These age-old compliments may have been duly payable in the days of the old bureaucracy. In the changed circumstances, this unhealthy attitude on both sides is injurious, to the Commonwealth, as all must combine in the common tasks facing the nation. In the

restricted field of Janapada Sabhas, it has proved positively pernicious and brought conflict where harmonious and zealous co-operation was expected. Faith in the collective sense of the people or the majority is the foundation of democracy and democracy cannot get on without the efficiency, loyalty and contentment of its civil services. The remedying of these antithetical psychological trends is a task which must be undertaken* ”.

Every word of this criticism is applicable to a large number of our Administrative Officers and School Boards. We are, therefore, examining this problem in more detail in a later Section of this Report. In the meanwhile, we feel it necessary to state that it is for Government to improve the standard of local administration and that, if proper steps on the lines indicated by us are taken, several of the charges now levelled against the administration of primary education by local bodies would soon disappear.

(c) *Problems Connected with the Primary Teachers.*—The last group of charges against the local bodies refers to their inability to select and control the primary teachers on proper lines. These are very significant deficiencies and it is in respect of these charges that the local bodies are really on their trial—

(i) With regard to the charge that the local bodies are not able to recruit the right type of teachers, a good reply can be given. In the Corporations, the appointments are made by the Commissioner and the existing procedures and practices for recruitment leave little scope for criticism. In the mofussil areas of the old Bombay State and Saurashtra, the Staff Selection Committees are functioning and the experience of their working is very satisfactory and encouraging. In fact, people here have already begun to realise that faulty recruitment was really a feature of the old regime of uncontrolled delegation and that the creation of the Staff Selection Committee has shown the way to control the evil. It has also to be noted that the Staff Selection Committees are showing even better results than the earlier period when the Administrative Officer was individually authorized to recruit teachers. In Marathawada, where education is a direct responsibility of Government, District Advisory Committees of non-officials are constituted for the purpose of recruitment and all the study we made pointed to the conclusion that the Staff Selection Committees were working more successfully than these Advisory Committees. The charge is still true in Vidarbha to some extent; but that is due to three reasons; (1) there are no definite rules for recruitment; (2) the selection is left to a Committee which is very large and which consists mostly of non-officials who may not be properly qualified for the work; and (3) the Tahsil is probably not the correct level where this work of selection can be done. We

* Report, p. 27.

feel certain that if an organisation like the Staff Selection Committee is created in Vidarbha at the District level, most of the present evils in this field would disappear. We shall discuss this problem in detail in a larger Chapter; and it would be enough to state here that it is now quite possible to ensure that the right type of teachers are recruited, in spite of the fact that the authority to recruit them is vested in the local bodies.

(ii) Regarding the charge that the local bodies mismanage the problem of transfers, our feeling is that it is possible to control this evil also to a very large extent, partly by creating a Transfers Committee on the lines of the Staff Selection Committee and partly by adopting certain administrative measures. We shall discuss this problem in detail in the next Chapter.

(iii) Regarding the charge that the primary teachers lose financially by being placed under the local bodies, we feel that this is really due to a wrong notion evolved by the British administrators who wanted, on political grounds, to keep the efficiency of local bodies at a lower level. But a national Government must reverse this policy. Even local bodies are a "Government", and we feel that there should be no distinction between the servants of a State Government or of the local bodies in respect of emoluments, old age provision, and service conditions. If this fundamental principle is accepted, the main complaint of the primary teachers would have been remedied. We shall discuss the details of this programme in a later Chapter.

(iv) With reference to the charge that the discipline among primary teachers cannot be maintained properly because the members of local bodies interfere unduly in personnel management, it has to be admitted that it is true to some extent. It can be remedied partly by strengthening the position of the Administrative Officer; but that is hardly enough. The members of the local bodies themselves have to rise to the occasion and to refuse to behave in such a way as would weaken the discipline among the staff. There is good evidence to show that a new sense of responsibility is being seen among the members of local bodies and that things are not so bad now as they were in the days of uncontrolled delegation. But a good deal is still left to be done.

(v) The last charge is that teachers are used for election purposes. There is reason to believe that this evil exists to some extent. We shall discuss this very important problem in detail in a later Chapter and it would be enough to state here that this is another area where the members of the local bodies have to show a good deal of restraint and civic responsibility.

We may, therefore, sum up this discussion by saying that most of the evils that have been laid at the door of the local administration of primary education can be removed by the provision of

suitable safeguards and that the remaining ones can also be reduced or eliminated by developing a proper sense of civic responsibility in the members of local bodies.

27. *General Conclusion.*—The foregoing discussion has shown that our social and cultural requirements need an administrative system based on decentralization and development of local bodies; that our history of modern education shows a continuous association of local bodies with the administration of primary education; that there are several great advantages in associating local bodies with the administration of primary education; that certain evils did creep into the administration of primary education in the days when the local bodies administered it under a system of uncontrolled delegation; and that most of these evils have already disappeared or are rapidly disappearing with the adoption of adequate safeguards and the development of a sense of civic responsibility among the members of local bodies. *The conclusion, therefore, is inevitable—*

(1) *that the local bodies must be associated intimately with the administration of primary education, in order to develop local initiative, create local enthusiasm and harness local resources for the development of mass education; and*

(2) *that a number of evils which are commonly seen in the administration of primary education by local bodies can be effectively remedied if—*

(i) *a system of adequate grant-in-aid is introduced;*

(ii) *proper safeguards are adopted to see that the authority delegated is not abused;*

(iii) *the State Government assumes responsibility to provide each local body entrusted with the administration of primary education, with a trained, experienced and efficient Administrative Officer, and also assumes the responsibility to train all the other staff adequately;*

(iv) *the scales of pay and other emoluments, conditions of service and old-age provision are made identical for Government servants and the employees of local bodies; and*

(v) *special and adequate measures are adopted to develop a proper sense of civic responsibility among the non-official members of the local bodies.*

The proposals made in this Report are based on this fundamental programme which we believe to be far superior to that of direct centralization of the administration of primary education under the State Government.

28. Before closing this discussion, we would also like to make an appeal to the local bodies themselves. We have so far said very little about their shortcomings because we are not a Committee for local self-Government. We have also emphasized the past failures of Government in dealing with the local bodies because we do not want such mistakes to be repeated. But neither our silence on the first issue nor our emphasis on the second should be interpreted to mean that all is good and beautiful on the local front. A large number of scandals were reported to us in respect of selection of teachers, their transfers, and the prescription of text-books. In a large number of cases, we were told, the basic interest of school board members is only in the patronage aspect and not in the educational aspect of the administration. The quality of persons often elected to the school boards leaves a good deal to be desired. In fact, several witnesses stressed these evils to show why the administration of primary education should be centralized under the Government. We do admit the existence of such evils under local bodies, although it often suits some people to overemphasize and exaggerate them. But in spite of their existence, we have decided to stand by our recommendation to entrust the administration of primary education to local bodies for three reasons—Firstly, evils of such types exist in Government Departments also and to think that all such evils will disappear by a mere transfer of primary education to Government is to oversimplify the problem. Secondly, we think that popular opinion can make itself felt more easily and quickly at the local level and hence evils of this type can be corrected more easily in local bodies than in a Government Department. This will be all the more so if we can provide for the inclusion, on school boards, of a fairly large number of persons really interested in education—an additional safeguard for which we are making some proposals; and thirdly, we believe that a system of checks and counter-checks can help us better in this respect than the vesting of powers in any single authority. A system in which powers are with local bodies and proper supervision is exercised by Government is definitely superior to the one in which all authority is given to Government. In the former system, local bodies failing, an appeal to Government remains. But in the latter, there is very little hope for the people when Government machinery itself fails. *A realistic administrator, therefore, cannot come to any conclusion other than to suggest that the local bodies should administer primary education and that the State Government should provide adequate safeguards and exercise a close and adequate supervision.*

29. But the tone of administration cannot be improved by safeguards alone. They are necessary, no doubt. But they can hardly be a substitute for the sense of civic responsibility and integrity that has to be developed among the members of local bodies. It is here that we have a challenge to our people and to our social workers. The

doctrine of leaving the administration to "second rate men" can be easily misinterpreted and has its own obvious dangers. It is, therefore, very essential, on the one hand, that the best social workers should come forward to help the development of school boards; and on the other, it is equally important for the people to realise that they must elect the best representatives they can to these bodies. Under the British rule, the local bodies had a political and a sentimental support, because the public tried to cover up their deficiencies and to defend them against all bureaucratic attacks intended to prove the inferiority of this "Indian" administration. But such a support will not be available when a national Government is in power. Local bodies will have to stand or fall in future on the altar of administrative efficiency and we, therefore, appeal to the local bodies. •

—to co-operate with Government in raising the level of efficiency of the administration of primary education;

—to resent not the various safeguards that are provided in the Primary Education Act in the interest of good administration;

—to forget the old tradition that officers are the enemies of the people and to realise that all progress in future is possible only through co-operation between officials and non-officials; and

—to realise that the first objective of the administration is to provide compulsory and free primary education for all children under the *right* type of teachers, in *right* type of schools, and under a *right* type of curriculum and that all other problems are only ancillary to this fundamental objective.

CHAPTER XIV

ADMINISTRATION OF PRIMARY EDUCATION IN RURAL AREAS.

SCHOOL BOARDS OR COMMITTEES AT THE DISTRICT, TALUKA (OR TAHSIL) AND VILLAGE LEVELS.

In Chapter V, we stated that the executive authority in primary education should be decentralized at all levels from the village to New Delhi. The functions to be assigned at the Federal, State and Divisional levels were also discussed there. We shall now turn to the discussions of functions to be assigned at the District, Taluka and village levels.

2. *Desirability of a Taluka Unit.*—Before proceeding to the details of this discussion, it is necessary to examine the problem whether a Taluka or Tahsil unit is necessary. (It may be recalled from the historical account given in the preceding Chapter that) this controversy is high-lighted by the difference between the developments in Bombay and Vidarbha. In Bombay, the administration of primary education has recognised only two units since 1923—the District and the village. The Bombay Primary Education Act, 1923 and the Rules made thereunder provided for the constitution of District School Boards and Village School Committees only. At that time, the Taluka Local Boards were in existence; but it was not felt necessary to associate them with the administration of Primary Education. The same position was continued by the Act of 1938. In the meanwhile, the Taluka Local Boards themselves were abolished and the problem receded still further in the background. But there was so large an expansion of primary education between 1938 and 1947 that a demand soon began to be put forward to the effect that the District had become too unwieldy a unit for the administration of primary education and that it would, therefore, be desirable to adopt the Taluka as the basic unit instead. The lead in this matter was taken by Shri R. V. Parulkar who is of opinion that we are at that stage of development in primary education where a smaller unit is far more useful than a larger one. He submitted a memorandum to Government on this subject when the Act of 1947 was under consideration. His proposals were not accepted and the District Unit was continued. But as a recognition of the force of his arguments, the Bombay Primary Education Act, 1947, adopted the Taluka as a discretionary unit in addition to the District. Section 15 of the Act provided as under :—

“15 *Constitution of Taluka Advisory Committee.*—The District School Board may by a resolution recommend to the State Government the establishment of taluka advisory committees for all or any of the talukas in the district to advise it in respect of

primary education. On such recommendation being accepted by the State Government such committees shall be constituted from a date to be notified by the State Government in the *Official Gazette*. The constitution, powers and duties of the committee shall be as laid down in the regulations made by the district school board;

Provided that the State Government may on its own motion or on the recommendation of the District School Board supported by at least two-thirds of the whole number of members of the board by an order dissolve a taluka advisory committee from a date to be notified in the *Official Gazette*."

In accordance with these provisions, model regulations have also been framed and given in Schedule P of the Bombay Primary Education Rules. They provided for the appointment of the Taluka Advisory Committees which are to consist of not less than five and not more than seven members (one of whom shall belong to the backward classes) who would all be nominated by the District School Board. The powers and duties of the Committee have been defined as follows :—

"The Committee shall,—

(a) advise the District School Board generally on all matters connected with the Primary Education in the taluka for which it is constituted;

(b) aid the District School Board and its staff in the proper enforcement of the compulsory education scheme and such other scheme as may be introduced by it from time to time;

(c) assist the District School Board or the District Building Committee, as the case may be, in securing suitable accommodation for schools or sites for school buildings, playgrounds, plots for kitchen gardens, etc.

(d) perform such other duties as may be entrusted to it by the District School Board, from time to time".

As may be easily anticipated, ^{However} no action was taken on such purely permissive measures and until now, no District School Board has constituted a Taluka Advisory Committee. But public opinion ^{is now} seems to be gathering round to the view that the Taluka unit is desirable and several witnesses have represented to us that the constitution of the Taluka Advisory Committees should be made *obligatory* on the District School Boards.

3. In Vidarbha, on the other hand, the Taluka unit ^{was} has been more emphasized than in Bombay. From 1883 to 1948, Tahsil Local Boards ~~were~~ were in existence in Vidarbha and they played an important part in administration of primary education. Under the Janapada Act,

the District unit itself was abolished and all authority was concentrated at the Tahsil level. It is true that there is a general dissatisfaction against the Janapadas and Government is probably justified in proposing their abolition. (But) when we discussed this problem with (the representatives from Vidarbha,) we found that they (did not also approve of the Bombay pattern of District Local Boards which has no agency at the Taluka level. Obviously, the Tahsil tradition in Vidarbha is ^{was} so strong that the people wanted agencies both at the District and the Tahsil levels—on the lines of the old C. P. and Berar Local Self-Government Act of 1920—and, while they disliked the Janapada Act because it has no agency at the District level, they also disliked the Bombay Local Boards Act, 1923, which has no agency at the Taluka level. In ^{it was} so far as the administration of primary education is concerned, we found that the people in Vidarbha would prefer a machinery in which functions would be assigned both at the Tahsil and District levels. ✓

4. (In Saurashtra,) some thought has been given to the problem: and (the general opinion is ^{was} in favour of adopting a Taluka unit in addition to the District unit. Kutch, with its enormous area and long distances, gave a special welcome to the concept of Taluka School Committees which would assist the District School Board. ✓

5. (In Marathwada, opinion was not specially emphatic on the issue; but on democratic grounds, the constitution of Taluka School Committees was considered desirable. ✓

6. A recent ^{An} event of great importance ^{was}—the report of the Balwantrai Mehta Committee—has stimulated the discussion on the problem very greatly. As is well known, this Committee has adopted the Block as a primary unit of administration and has recommended that the responsibility of maintaining primary schools should be delegated to the Block level. This ^{has} given a great support to all those who believed in the need of adopting the Taluka as a unit.) Consequently one of the most important controversies we had to face centred round the following three issues:—

(i) Is the District a satisfactory unit for the administration of primary education, especially when no agency at the Tahsil or Taluka level is created?

(ii) Would it be desirable to abolish the District unit—as in Vidarbha—and to make the Tahsil or the Taluka the basic unit in the administration of primary Education?

(iii) If both the District and the Taluka or Tahsil units are to be kept as units of administration for primary education, how would their functions be correlated?

We shall now proceed to discuss these issues seriatim.

7. *Disadvantages of the District Units.*—The District was adopted as a basic unit for the administration for primary education about a hundred years ago. At that time, the population of a District was about half of what is to-day. The number of primary schools then in existence was very small and even the number of primary teachers was not large. In fact, until about 1923, the expansion of primary education was so restricted that it was possible for a Deputy Educational Inspector to keep a personal touch in his administration. He knew every school and visited it once in two three years, if not annually; he knew every Headmaster individually and had some personal knowledge of every teacher; in most instances, he knew the local conditions first hand; and what is more important, he was able to exercise some personal and inspirational influence over the schools and the teachers. But unfortunately, all this has just become impossible in recent years. The population of each District has been more than doubled in the last ^{so many} ninety years and the expansion of education is so great that, although the District was originally accepted as a basis of local Government on the principle of decentralization, the administration of primary education in a District has become extremely impersonal and centralized at present. It is physically impossible for any Chairman or an Administrative Officer to visit every primary school even in a period of five years. The Administrative Officer can never know the primary teachers in his District personally and he has now no hope of even maintaining a personal contact with all his Headmasters. The average Administrative Officer has no time even to study the Inspection Reports of all his schools and to read the confidential reports of all his teachers because the numbers are so frightfully large. Consequently, the work of administration becomes impersonal and mechanical and most of it gets done, not by the officers, but by the proverbial tyrants of the desk. (Even the members of the school board do not have the necessary local knowledge and it is impossible for sixteen members, however, carefully selected, to bring to bear local initiative and local knowledge upon the problems before them and to create local enthusiasm and harness local resources in all parts of the District. It is, therefore, quite obvious that a "District" has ceased to be a local body in the proper sense of the word and that it is not close to the people any longer. ✓

8. There is another important aspect of this problem which has to be taken into consideration. When primary education is in the first stage of development, that is, when the main task before the local body is to increase enrolment and bring children into schools, it is extremely desirable to have small units of administration when this stage is past, when the duration of compulsory schooling, becomes longer, or when the local body is also required to provide secondary and technical education, it may be necessary to adopt a bigger unit for administration. This would become clear from

the history of elementary education in England. In this country, about 3,000 local authorities were created in 1870 when compulsory elementary education was first introduced. But as the "content" of elementary education increased, a bigger unit of administration was felt necessary and in 1902, the number of local authorities was reduced to about 300 and to-day it is about 150. But even now, the average size of a local authority in England, except for big cities like London, is not materially different from that of a Tahsil or a bigger Taluka. The mistake committed by the administrators who planned our system on the model of England was that they did not make proper allowance for the fact that a "District" in India was far larger in area and population than the average "School District" in England. In fact, if the English model is to be properly adopted, the Taluka, and not the District, would be the basic unit for the administration of primary education even on the basis of the Education Act of 1944, and if we were to consider the Act of 1870—and educationally we are *now* at that point where England was in 1870—we must really adopt a circle or a group of villages as our basic unit of administration !

9. The same lesson is impressed by other countries also. It has to be remembered that, in all Western countries, the basic unit adopted for the administration of primary education is generally small and ordinarily not bigger than our Talukas. In the United States of America, there are nearly, 1,60,000 School Districts. Here the small size of the School District has become an evil and now an attempt is being made to consolidate contiguous School Districts. But even after consolidation, the new School District would not be bigger than a Taluka or Tahsil. Even in a small country like New Zealand, there are nine School Districts. Even in totalitarian countries, the School Districts are always small. In short, it is a uniform practice everywhere in the West to make the School District—the basic unit of the administration of Primary Education—so small that local knowledge, local initiative, local enthusiasm, and local resources can be easily tapped. Compared by any standard in the Western countries, therefore, our Districts are too big to be regarded as local units for the administration of primary education.

10. ✓ *Disadvantages of a Taluka Unit.*—The force of the above arguments is universally admitted and (it was generally agreed) by a very large number of witnesses that appeared before us (that the Districts have now become unmanageable and that it would be better to have a smaller unit, if possible. But even those who agreed with us in this negative conclusion would not agree to the abolition of the District level unit and to the adoption of the Taluka or a Tahsil as the basic unit for the administration of primary education. They usually put forward two alternative suggestions) before us :—

(1) The present districts should be split up into two or three as early as possible ; and

(2) if, for any reason, it were not possible to do so, a school Board—of the same type as a District School Board—should be set up for each Revenue Sub-Division of the District so that there would be two to four School Boards for each Revenue District.

The first of these reforms is ^{was} long overdue and is held up purely on financial grounds. Anyway, it is ^{was} not going to be practicable for several years to come and there is ^{was} hardly any meaning in basing our plans for the administration of primary education on the implementation of this reform. Similarly, the second is ^{was} not a happy solution. It does ^{not} solve the basic problem although it would minimise some of our difficulties ~~at present~~. Hence one has ^{to} face the issue boldly and consider whether the Taluka should be adopted as the basic unit for the administration of primary education.

When we tried to discuss this problem, ^{it was found} we discovered that certain advantages of the Taluka unit were readily granted. It was agreed, for instance, that this would be a good level at which the function of constructing school buildings could be assigned. The Block Advisory Committees have really shown that the construction of primary school buildings ^{could} be better organised from the Taluka than from the District level. Similarly, it was agreed that the functions of supervision of primary schools and supply of equipment ^{could} may also be more conveniently entrusted to the Taluka level. But even after admitting these advantages of the Taluka level, the proposal to abolish the District level unit was vehemently opposed on the following main grounds :—

(i) There is no adequate leadership at the Taluka level to manage the more significant and complex functions such as the selection and control of primary teachers;

(ii) The Vidarbha experiment of Janapada has shown that it is neither possible nor desirable to do away with the District level units;

(iii) It is wrong to imagine that the administration of primary education alone can be isolated from the other branches of administration. It would, therefore, be impossible to abolish the District level unit in the administration of primary education unless it is abandoned simultaneously by all the Departments of Government.

(iv) The adoption of Taluka units would increase administrative expenditure, and

(v) The quality of personnel available for administration at the Taluka level would be very inferior, as the Janapada experiment has shown already.

11. *A Compromise.* (These objections are,) it must be admitted, fairly valid under the ~~present~~^{existing} circumstances. (And consequently,) we are driven to the conclusion that (some compromise to suit the existing conditions has to be worked out.) We, therefore, gave the most anxious consideration to this problem and discussed it in great detail in all the regions of the State. As a result of these discussions and on a closer analysis and examination of the problem we find that the following tentative conclusions may be reached

(a) A proposal to do away with District level unit altogether would be strongly opposed in all parts of the State, inspite of the fact that there is a very general dissatisfaction with the existing centralization at the District level.

(b) Similarly, a proposal to create Taluka Advisory Committees which have no executive functions of their own and which would merely act as a post-office between the village schools and the District School Board is also opposed equally vehemently. We could not find any one who was prepared to support a type of the Taluka Committee envisaged in Schedule P of the Bombay Primary Education Rules, 1949.

(c) The idea that the Village School Committees should be strengthened as greatly as possible ^{was} is enthusiastically supported in almost all quarters.

(d) There is a general agreement that the existing centralization at the District level should be reduced. The first suggestion in this respect is that as many powers as possible should be delegated to the village level, and after that is done, powers may be delegated to the Taluka level also—if it is decided to create it.

(e) There is a vague feeling that, if the District unit is maintained and if the village units are strengthened, there would not be enough work to justify the creation of the Taluka units. But it is also granted that, if adequate work can be provided at the Taluka level, it would be desirable to create Taluka units and thereby reduce the existing centralization at the District level still further.

(f) There is also a general agreement that the following functions can be more conveniently exercised from the Taluka than from the District level :—

- (i) Supervision of schools;
- (ii) Supply of equipment; and
- (iii) Construction of school buildings.

To sum up, ^{it was found} ~~we find~~ that the most acceptable proposal would be to decentralize executive authority suitably at all the three levels—District, Taluka and Village—and, therefore, we are making our

(^{were made} proposals for administrative re-organisation on the assumption that Section 15 of the Bombay Primary Education Act, 1947, would be amended in such a way that Taluka School Committees with specific powers and executive duties and responsibilities would be constituted under the provisions of the Act itself.

12. *Functions at the District Level.*—The powers and duties of the existing District School Boards are given in Section 13 of the Bombay Primary Education Act, 1947. These will have to be considerably modified for three reasons. In the first place, we are visualising an increase in the powers and duties of the District School Boards and Chapter XVIII of this Report sets forth in detail the additional functions that we propose to assign to these bodies. Secondly, we look upon the District School Boards, not as advisory bodies which they mostly are at present, but as the principal executive authority in the administration of primary education, and thirdly, some of the functions that are now performed at the District level will have to be transferred to the Taluka level.✓

The following is the tentative list of functions that we propose to assign at the District level :—

(a) To prepare Five-Year Plans for the development of primary education and all other educational activities entrusted to it within the District and, with the approval of Government, to adopt all measures necessary to implement them ;

Without affecting the generality of the foregoing provision, a District School Board may, on its own motion, and shall, if directed by Government, prepare schemes for the expansion of primary education on a voluntary basis, for the introduction of compulsion, for improving the quality of primary education and for the expansion and improvement of all the other educational activities entrusted to it ;

(b) To conduct an educational survey of the District on such lines as may be prescribed by Government from time to time and to revise it from year to year ;

(c) To maintain and aid an adequate number of primary schools and such other institutions as may be needed to satisfactorily discharge the educational responsibilities entrusted to it ;

(d) To maintain an adequate administrative, teaching and other staff required for the primary schools and other educational institutions under its control :

Provided that such members of the administrative staff as may be specified by Government in this behalf shall be the servants of the State Government ; Provided further that the previous

sanction of the State Government shall be obtained for the Schedule of staff of primary teachers to be employed by the District School Board; and

Provided still further that, if the State Government is of opinion that the staff employed or proposed to be employed by a District School Board, is excessive, it shall issue such directions to reduce the staff as it may deem fit and the District School Board shall give effect to such directions—

(e) To sanction the schedules of staff required by the Taluka School Committees;

(f) To maintain an adequate engineering establishment to guide the Taluka and Village School Committees in the construction and maintenance of primary school buildings;

(g) To publish an Annual Report on the progress of Primary Education and other educational activities in the District;

(h) To carry on propaganda in the District for the expansion and improvement of education in general and primary education in particular;

(i) To make regulations, with the approval of the Director of Education, for all matters connected with the administration of primary education and other educational activities entrusted to the Board for which provision is not made in the Act and the Rules. Such regulations shall not be inconsistent with the provisions of the Act and the Rules and the directions issued by Government;

(j) To institute scholarships and prizes for helping girls and deserving poor boys to prosecute their studies in Classes V—VII of primary schools and in the other educational activities of an equal or higher level entrusted to it;

(k) To sanction the annual budget of the Primary Education Fund of the District and of the other educational activities entrusted to it;

(l) To sanction tenders for the supply of forms, stationery, furniture or equipment;

(m) To sanction the budgets of the Taluka School Committees;

(n) To sanction grants-in-aid to Taluka School Committees;

(o) To give recognition and grant-in-aid to private primary schools in accordance with the Rules sanctioned by Government for the purpose;

(p) To determine the fees to be charged in all primary schools and other educational institutions maintained by it:

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Provided, however, that no fees shall be charged in Classes I—IV and for education which is compulsory and provided further that no fees shall be charged in any primary school for the children of all parents who declare that they are unable to pay fees, for all girls, and for all children of the backward communities;

(q) To accept donations and trusts for primary education and other educational activities entrusted to it;

(r) To cause the work of the Taluka School Committees inspected annually and to give such directions on the results of the inspection as may be deemed necessary;

(s) To supervise the activities of the School Committees of the non-authorized municipalities, to ensure that each non-authorized municipality pays its contribution into the Primary Education Fund and to bring cases of default to the notice of the Divisional Deputy Director of Education, to sanction the budgets of the Primary Education Fund of these municipalities, and generally to guide them to maintain and improve the primary schools within their areas; and

(t) To recommend to the Divisional Board of Primary Education such modifications in the curriculum as may seem necessary to suit local requirements;

(u) To determine, with the approval of the Educational Inspector, the hours of instruction and the number and duration of vacations;

(v) To determine the holidays to be given to educational institutions under its control;

(w) To advise the Government generally on all matters in respect of primary education in the District and the other educational activities entrusted to it; and

(x) To perform such other duties and to exercise such other powers, as may, from time to time, be prescribed or delegated by Government.

It is necessary to explain some of these functions and some brief comments on them are, therefore, offered in the paragraphs that follow.

13. *Functions (a) and (b) refer to planning which we consider to be a very important function of the District School Boards.—Unfortunately, the present position in this respect is very unsatisfactory. (There was a time when all initiative for the development of primary education was left to local bodies. Under the Bombay Primary Education Act, 1947, however, these powers of initiative have been taken away from the District School Boards.*

The Act does not even mention schemes for the voluntary expansion or qualitative improvement of primary education. It only refers to schemes of compulsory education and section 25 makes it a responsibility of the Administrative Officer to prepare such schemes, 'in accordance with the directions received from the Director' and to submit them to Government along with 'the comments and suggestions of the District School Boards.' Consequently, our planning is now worked downwards from above. That is to say, we prepare the State Plan first on some *ad hoc* basis and then try to break it up districtwise. It is time to give up this procedure and to build up our educational plans from below and make a beginning with the District level. There is no local agency at present to visualise the entire educational development—from pre-primary to postgraduate—in the District. It may take some time to create such an agency. But we believe that a good beginning in this direction can be made if the District School Boards start the preparation of plans for the comprehensive development of primary education and co-ordinate it with that of pre-primary education on the one hand and with the secondary education on the other. We would also like to emphasize that planning and preparation of schemes should not be restricted to compulsory education only. Here is a fundamental lacuna in all the Primary Education Acts in India which speak only of compulsory and free primary education. Such language was justified in the days of Gopal Krishna Gokhale when this British Government was opposed to the principle of compulsory primary education on "financial and administrative grounds of decisive weight" and Indian opinion desired to give a statutory recognition to it. But to-day, we have to look at the problem more comprehensively. We must, of course, plan for that area where compulsion can be introduced. But, in addition, we have also to plan for those areas where expansion is being attempted on a voluntary basis; then we have to plan for the qualitative improvement of primary education and we do visualise District School Boards planning for and conducting experiments and pilot projects in primary education. Finally, we are proposing to entrust certain other educational activities to the School Boards, viz., pre-primary education in the areas inhabited by aboriginal and hill tribes, secondary schools in rural areas where private effort is not forthcoming, hostels for the poor and deserving pupils from rural areas, continuation and part-time elementary education for the age-group of 11 to 14, vocational education for children of rural areas in the age-group of 14 to 18, social education classes and libraries in rural areas, gymnasia and recreational centres for adults and village youth, and Taluka and District Sports. The details of these proposals will be discussed in Chapter XVIII. But it is necessary to state here that planning is essential for these activities also and that it will have to be properly co-ordinated with that of primary education. We feel that all

such planning at the District level should be made a responsibility of the District School Boards and that the duty of the Department should be to co-ordinate all the plans prepared by authorized municipalities and District School Boards in the State Plan.

14. We also emphasize the preparation of Five Year-Plans. The term of office of each Board is four years. So each Board shall have some guidance from the past and also some freedom for future planning. It is obvious that such plans will be of great help in maintaining continuity of programmes.

15. *Functions (c), (d), (e), and (f) relate to maintenance of institutions and the staff required for them.*—No comments are needed on sub-paragraph (c) which is an amended draft for section 13(2) (b) of the Bombay Primary Education Act, 1947.

16. Sub-paragraph (d) is an amended form of section 13 (2) (d) of the Act and some comments are needed here. The administrative staff visualised here includes (i) the Administrative Officer, (ii) Assistant Administrative Officers* at the rate of one Officer for every Taluka, (iii) Supervisor-cum-Headmasters, and (iv) Head-Clerk, Office-Superintendent and Accountant of the Office of the District School Board. Of these, the Administrative Officer is already a Government Servant. †A reference to Chapter XVI will show that we propose to make the Assistant Administrative Officers and Headmaster-cum-Supervisors also the servants of Government. Several representations were made to use by the primary teachers, the Administrative Officers, and the members of the District School Boards that the posts of Head-clerks, Office-Superintendent and Accountants of District School Boards should be made transferable from District to District. The main complaint of the teachers was that these officers who remain permanently with the Board often develop prejudices against individual teachers and then seek vengeance through the Administrative Officer who often plays into their hands. The Administrative Officers complain that they cannot get good work out of these subordinates in several cases. They are on the right side of the District School Board as local persons and when a conflict arises between them and the Administrative Officer the Board often sides with them rather than with the Administrative Officer whose position, in such cases, becomes very delicate. The members of the School Boards also complain that these officers are a vested interest and that their party loyalties often prove a hinderance to progress. Complaints of corruption are also too frequent at this

* In Vidarbha, the area of a Janapada is equal at least to two Talukas. So each Janapada shall have an Assistant Administrative Officer and a Joint Assistant Administrative Officer.

† We have discussed this issue, with reference to authorized municipalities, in Chapter IX. We now suggest that the same recommendations should be extended to District School Boards, as well.

level. There is, therefore, a unanimous demand and a great need as well that they should be transferable. We accept that force of all these arguments and recommend that the post of *Head-Clerk, Office Superintendent and Accountant of District School Boards should be held by Officers of Government*. The existing incumbents should be taken over in Government service. The Department must be very strict in their transfers exactly on the same basis which the High Court adopts in respect of its mofussil staff. No officer of this group should be kept at one place for more than five and for less than three years. Ordinarily, the term of posting should be three years. It may be cut short if there are troubles and if all goes on well, it may be extended to a maximum of five years. It will thus be seen that all administrative staff will be provided by Government.

17. We would like to make it clear that this proposal does not involve any major additional financial liability to Government. The increase in the posts of the Assistant Administrative Officers and Headmaster-cum-supervisors does not increase expenditure because it will be accompanied by a corresponding reduction in the posts of the Assistant Deputy Educational Inspectors (*vide* Chapter XVI for details). Similarly, the full salary on account of the posts of Head-Clerk, Office-Superintendent and Accountant is already being borne by Government. So when these posts are taken over under Government, the only additional liability is that of pension.

18. With regard to the teaching staff, we shall propose, in a later Section of this Chapter, that the sanction of Government should be required only for the number of posts of primary teachers to be created and that the procedure for the grant of such sanction should be simplified. Similar proposals were already made for authorised Municipalities in Chapter X. Subject to this reservation, all powers over this category of staff shall vest in the District School Board.

19. The "other staff" mentioned here includes Attendance Officers, Clerks, Special teachers, peons and other inferior staff. We have kept the category of attendance Officers in the list because it is included at present in section 13 (2) (d) of the Bombay Primary Education Act, 1947. We are, however, in favour of the abolition of this category—a problem which we shall discuss in a later part of the Report. Regarding clerks, it was suggested to us that they too should be taken over into Government Service and made transferable. We cannot accept the first part of this proposal. But we do accept the need of transferring them and suggest that such cases may be dealt with when necessary by transfer to Taluka

School Committees.* On the lines of the proposals contained in Chapter X, we are recommending a capitation grant to the District School Boards also and hence *we recommend that all authority in respect of this staff should be vested in the District School Boards.*

20. It will be noticed that our proposals considerably increase the authority of District School Boards in respect of staff. At present, the sanction of Government is needed for *every* post, however, small. In future, it would be needed only for the posts of primary teachers. In this connection, it was argued before us that this large delegation of powers may be abused. We do not think, so, especially because of the limitations of Finance. But, theoretically, it is possible to visualise a contingency where a Board may abuse these powers. But it is not necessary to penalise all for the sake of a few exceptions. We feel that such cases would come to light in the annual inspection of District School Boards and that they should be dealt with on merits under the proviso proposed by us.

21. Sub-paragraph (e) needs no comments.

22. Sub-paragraph (f) is merely an amended draft of section 13 (2) (e) of the Bombay Primary Education Act, 1947 and needs no comments. No action has yet been taken under this section. We feel that this staff has to be appointed. The details of the problem would be discussed in a later Chapter on primary school buildings.

23. Needless to say, the recruitment and control of all the staff of the District Boards (inclusive of the staff of Taluka School Committees) would be governed by the existing provisions relating to the Staff Selection Committees and Appellate Tribunals which, we think, should continue. These problems need some detailed discussion in respect of primary teachers. We shall turn to them in a later Section of this Chapter.

24. *Functions (g) and (h) refer to educative propaganda.*—No comments are needed on sub-paragraph (h) which is an amended draft of section 13(2)(n) of the Bombay Primary Education Act. We have added sub-paragraph (g) because we feel that the publication of properly prepared annual reports is a good tool of educative propaganda and that its importance needs to be emphasized. If the good work done by Village Committees and Taluka Committees is systematically brought to the notice of the others, a healthy competition which would be great benefit to the cause can be created.

*In the case of authorized municipalities they may be transferred to any other branch of municipal administration.

25. *Function (i) is the Legislative function.*—This is already exercised by the District School Boards as can be seen from section 13 (3) of the Bombay Primary Education Act, 1947. In this respect, however, we propose to go back to the position taken by the Bombay Primary Education Act, 1923. A reference to section 27 of this Act would show that it restricts the rule-making power of Government to a few matters specified in the Act and leaves the entire residual authority to the local bodies for making regulations. The position taken by the Act of 1947 is just the opposite. It restricts the regulation-making authority of the District School Boards to a few specified matters mentioned in section 13 (3) and leaves the entire residual authority to Government for making Rules (*vide* section 63). We think that this is a retrograde measure. Rules are made by Government and hence they are applicable to all the State. Regulations are made by the District School Boards and hence they can be varied from District to District to suit local conditions. Rules, therefore, should deal only with those matters wherein uniformity is demanded. These would always be few and they should be specified in the Act. All the remaining area is one where flexibility is to be encouraged according to the principles of integration which we have adopted. Hence it should preferably be left to regulations. We therefore recommend that Section 63 and 13(3) of the Act should be amended to provide that Government shall make rules only on matters specified in the Act and that the District School Boards can make regulations on all the remaining matters. Section 27 of the Bombay Primary Education Act, 1923, can be a good model for this.

26. *Function (j) is new and very important.*—When the local fund cesses were first imposed, it was held premissible to give scholarships and prizes from their proceeds. Later on, this practice was discontinued when large numbers of children began to attend schools. There is now every need to go back to the practice again. Several poor intelligent boys find it difficult to continue their education beyond class IV on grounds of poverty. For several years to come, therefore, it would be necessary to encourage the education of girls and that of poor intelligent boys in class V—VII and beyond and we propose to make this an integral duty of the District School Boards.

27. *Function (k) is new and extremely important.*—Under the present law, a District School Board does not have the power to sanction its own budget. It is the absence of this authority that really makes shadowy bodies of the District School Boards. We, therefore, propose to give this power to the District School Boards again—they had it already under the Bombay Primary Education Act, 1923. The details of this proposal will be examined in the next Chapter.

28. *Functions (l), (m), (n), (o), (p) and (q) are financial powers.*—No comments are needed on sub-paragraph (l) which is the same as section 13 (2) (j) of the Bombay Primary Education Act, 1947. Sub-paragraphs (m) and (n) are consequential and follow automatically from the decision to create Taluka School Committees. Sub-paragraph (o) is also not new and is already covered by section 13 (l) of the Act. Sub-paragraph (p) refers to fees. Our view of this problem, in so far as authorized municipalities are concerned, has already been explained in paragraphs 51-54 of Chapter X. What we propose here is merely to extend the same concept to rural areas as well. Sub-paragraph (q) is formal and needs no comments.

29. *Functions (r) and (s) refer to supervision.*—The present concept is that the District School Board shall supervise every school. Instead of this, we are proposing to restrict the supervisory work of the District School Boards to the annual inspections of the Taluka School Committees and non-authorized municipalities only. The supervision of individual schools will be done by the former of these bodies.

30. *Functions (t), (u), (v), (w) and (x), refer to educational and general matters* and the District School Boards do exercise these powers at present. Function (t), and (x) are respectively the equivalent of sections 13 (2) (b), (m) of the Bombay Primary Education Act, 1947. Function (x) is a sort of a general power. It already exists in the present Act—section 13 (2) (o)—but we have added the expression “or delegated by Government”. We feel that it is necessary to make this addition because all residuary functions in respect of primary education vest in the State Government and it is necessary to provide a machinery for their delegation to the District Municipal Boards, if and when the State Government so desires, without amending the Act.

31. The only powers which are now exercised by the District School Boards and which are not included by us in the above list are the following :—

- 13 (2) (a) to provide for the welfare of the children attending primary schools ;
- 13 (2) (c) to provide adequate accommodation and equipment to for primary schools ;
- 13 (2) (f) to determine, on the recommendation of the Administrative Officer, the distance measured according to the nearest road between an approved school and the residence of a child for purposes of clause (c) of section 33 ;
- 13 (2) (h) to determine the exact location of primary schools ;

13 (2) (i) to grant, on the recommendation of the Administrative Officer, exemption from attending an approved school to a child who is receiving instruction otherwise than in an approved school ;

13 (2) (k) to suggest the opening of additional schools for the sanction of the State Government.

These will be delegated, partly to the Taluka School Committees and partly to the Village School Committees.

32. If these proposals are approved by Government, section 13 of the Bombay Primary Education Act will have to be amended as under :—

“13 (1) Subject to the provisions of this Act and the rules made thereunder, the District School Board shall be the chief executive authority for the administration of primary education in the District and shall, with the assistance of Taluka and Village School Committees, be responsible for making adequate provision for primary education in the District.

(2) The State Government may authorize any District School Board, by a general or special order issued in this behalf, to provide for any or all of the following educational activities, viz. :—

(a) pre-primary education in areas inhabited by aboriginal and hill tribes;

(b) secondary schools in rural areas where private effort is not forthcoming;

(c) hostels for the poor and deserving pupils from rural areas;

(d) continuation and part-time elementary education for the age-group of 11 to 14 ;

(e) vocational education for the children of rural areas in the age-group of 14 to 18 ;

(f) social education classes and libraries in rural areas ;

(g) gymnasia and recreational Centres for village youth and adults ;

(h) taluka and district sports ; and

(i) such other educational duties and functions vesting in the State Government as it may, from time to time, delegate.*

* These functions would be undertaken only if additional resources are available. For details, vide Chapter XVIII.

(3) Subject to the provisions of this Act and the rules made thereunder, and so far as its primary education fund will allow, the district school board shall perform the following duties and functions :—

(a) To prepare Five-Year Plans for the development of primary education and all other educational activities entrusted to it within the District and, with the approval of Government, to adopt all measures necessary to implement them ;

Without affecting the generality of the foregoing provision, a District School Board may, on its own motion, and shall, if directed by Government, prepare schemes for the expansion of primary education on a voluntary basis, for the introduction of compulsion, for improving the quality of primary education and for the expansion and improvement of all the other educational activities entrusted to it ;

(b) To conduct an educational survey of the District on such lines as may be prescribed by Government from time to time and to revise it from year to year ;

(c) To maintain and aid an adequate number of primary schools and such other institutions as may be needed to satisfactorily discharge the educational responsibilities entrusted to it ;

(d) To maintain an adequate administrative, teaching and other staff required for the primary schools and other educational institutions under its control ;

Provided that such members of the administrative staff as may be specified by Government in this behalf shall be the servants of the State Government :

Provided further that the previous sanction of the State Government shall be obtained for the schedule of staff of primary teachers to be employed by the District School Board ; and

Provided still further that, if the State Government is of opinion that the staff employed or proposed to be employed by a District School Board is excessive, it shall issue such directions to reduce the staff as it may deem fit and the District School Board shall give effect to such directions ;

(e) To sanction the Schedules of staff required by the Taluka School Committees ;

(f) To maintain an adequate engineering establishment to guide the Taluka School Committees in the construction and maintenance of primary school buildings ;

(g) To publish an Annual Report on the progress of primary education and other educational activities in the District;

(h) To carry on propaganda in the District for the expansion and improvement of education in general and primary education in particular;

(i) To make regulations, with the approval of the Director of Education, for all matters connected with the administration of primary education and other educational activities entrusted to the Board, for which provision is not made in the Act and the Rules. Such regulations shall not be inconsistent with the provisions of the Act and the Rules and the directions issued by Government;

(j) To institute scholarships and prizes for helping girls and deserving poor boys to prosecute their studies in classes V—VII of primary schools and in the other educational activities of an equal or higher level entrusted to it;

(k) To sanction the annual budget of the Primary Education Fund of the District and of the other educational activities entrusted to it;

(l) To sanction all tenders for the supply of forms, stationery, furniture or equipment;

(m) To sanction the budgets of the Taluka School Committee;

(n) To sanction grants-in-aid to Taluka School Committees;

(o) To give recognition and grant-in-aid to private primary schools in accordance with the Rules sanctioned by Government for the purpose;

(p) To determine the fees to be charged in all primary schools and other educational institutions maintained by it:

Provided, however, that no fees shall be charged in Classes I—IV and for education which is compulsory, and provided further that no fees shall be charged in any primary school for the children of all parents who declare that they are unable to pay fees, for all girls, and for all children of the backward communities;

(q) To accept donations and trusts for primary education and other educational activities entrusted to it;

(r) To cause the work of the Taluka School Committees inspected annually and to give such directions on the results of the inspection as may be deemed necessary;

(s) To supervise the activities of the School Committees of the non-authorised municipalities, to ensure that each non-authorized municipality, pays its contribution into the Primary Education Fund and to bring cases of default to the notice of the Divisional

Deputy Director of Education, to sanction the budgets of the Primary Education Fund of these municipalities and generally to guide them to maintain and improve the primary schools within their areas ; and

(t) To recommend to the Director such modifications in the curriculum as may seem necessary to suit local requirements ;

(u) To determine, with the approval of the Educational Inspector, the hours of instruction and the number and duration of vacations ;

(v) To determine the holidays to be given to educational institutions under its control ;

(w) To advise, the Government generally on all matters in respect of primary education in the District and the other educational activities entrusted to it ; and

(x) To perform such other duties and to exercise such other powers as may, from time to time, be prescribed or delegated by Government.*

33. *Transfers of Teachers.*—Of the various functions entrusted to the District School Boards and listed in the preceding paragraph, the most difficult and crucial are those that relate to the control of primary teachers who form nearly 98 per cent. of the total employees of these Boards. These functions include (1) Selection, (2) maintenance of service books, (3) grant of leave, (4) fixation of pay and allowances, (5) all work relating to gratuity, provident fund and pension, (6) positions and transfers, (7) maintenance of confidential records, (8) Supervision over work, (9) enquiries into complaints and charges, (10) promotions including the award of selection grade, (11) deputation for training, (12) loan, re-transfer, re-instatement, re-employment and extension of service, (13) permission to undertake other activities such as postal work, (14) disciplinary action including appeals, (15) grant of loans for training and recovery, (16) in-service training, (17) distribution of salaries in rural areas, etc. All these functions need a complex office organisation and a considerable amount of administrative skill. In some of these, the existing legislation and procedures are quite adequate while in others, some new avenues will have to be cut. We propose to discuss all these matters in detail in a later Chapter of the Report wherein we shall discuss all the problems of primary teachers comprehensively. At this point, therefore, it is necessary to discuss only three of these, viz., (1) machinery for recruitment, (2) transfers, and (3) machinery for penal action and appeals thereon. We have already discussed the first and the third of these in respect of authorized municipalities in paragraphs 24

* Sections 17 and 18 which refer to authoized municipalities shall have to be amended in the light of the new section 13, *mutatis mutandis*.

and 27 of Chapter IX. Our conclusions therein are equally applicable to the District School Boards and, therefore, we do not propose any change in the constitution and working of the Staff Selection Committees and the Appellate Tribunals. The only problem that needs a detailed discussion is the transfers of teachers.

34. It would be desirable to record, in the first instance, the views that were expressed before us and the evidence that was presented on this subject. The Administrative Officers were in a mood of exasperation. Under the present law, they have been personally authorized to transfer teachers. They said that this authority makes them unpopular with teachers whose demands are such that they can never be satisfied. It also makes them unpopular with the members of the School Board (and even with some influential members of the public) who are all interested in transfers and whose demands are such that no officer, not even God himself, can meet. Worst of all, it is this authority that becomes the most frequent source of conflict with the Chairman of the School Board who is interested in transfers and who is inclined to interpret every failure of the Administrative Officer to comply with his demands as an act of insubordination and non-co-operation. The main contention of the Administrative Officer was that this power was an awful bed of thorns and that they should be deprived of this authority as early as possible, in order to be able to sleep in peace. The primary teachers were in a mood of revolt. They had innumerable instances to quote in which (1) injustice was done to individual teachers, (2) persons were transferred as often as three or four times a year, (3) classes were disturbed in the middle of the year by the transfers of teachers in charge, (4) people were sent out in the middle of the monsoon, (5) some teachers, were not disturbed for even, 10 or 12 years, while others were almost subject to annual even more frequent transfers, and (6) transfers were used as punishment in *practice* although it was not admitted to be so in theory. In fact, they were prepared to show some instances in which every principle of good administration was apparently violated by the orders passed. We were also given enough hints to surmise that this is an area in which corruption has a large opening. We asked them for solutions of the difficulty. But unfortunately, they could not give any cut and dried solution, very probably because no such solution is really possible. But they agreed that, if this matter were to be left to a Committee, preferably of officials, there would be some improvement. The members of the School Board and the Chairmen were up in arms against the Administrative Officers for mishandling the problem. When we asked them for suggestions for reform, a number of proposals were made. But the most common proposals were two : (1) the authority may be transferred to the chairman or the Board or to a Committee of the Board ; or (2) the Administrative Officer should make the transfers, but in

consultation with the Chairman. We could not agree to the first because each one of these proposals was tried in the days to uncontrolled delegation and none of them could work satisfactorily; and we could not agree to the second because, under it the transfers would be dictated by the Chairman and the formal responsibility for them would be on the Administrative Officer.

35. Taking the general consensus of the opinion on the subject, we felt that the most acceptable solution would be the transfer of this authority to a joint Committee of officials and non-officials. We thought that this Committee should consist of (1) of the Chairman of the District School Board as the representative of the Board, (2) A representative of the Department, preferably the Deputy Educational Inspector (We did not select the Educational Inspector, partly because he is not in so close a touch with primary schools as the Deputy Educational Inspector is and, partly because he is too pre-occupied with other responsibilities) and (3) the Administrative Officer. We, therefore, tried to ascertain public opinion on this problem in our tour of the State and were glad to find that the proposal was welcomed everywhere. We, therefore, recommend the constitution of a Transfers Committee for each District School Board consisting of the Chairman of the Board, the Deputy Educational Inspector and the Administrative Officer*.

36. There is another important point that came before us during our tours. In the area of the old Bombay State, the evidence led was such as to make us think that transfers of teachers was the biggest administrative headache at the District level. But it was a pleasant surprise to find that this evil was not emphasized at all in Vidarbha by any section. On a closer examination of the problem, we found that the explanation lies in the Janapada System. At present, all the teachers working under the Janapada belong to the same Janapada and they cannot also be transferred beyond the Janapada. So the basic ambition (or is it need?) of a primary teacher to serve in or near his village is satisfied so often that he has not much to complain. This was really an eye-opener and we felt that it would be a very desirable thing to associate the Taluka School Committees with this authority. We, therefore, propose that transfers within the Taluka should be done by a Committee at the Taluka level consisting of (1) The Chairman of the Taluka School Committee, and (2) the Assistant Administrative Officer of the Taluka and that only the proposals of the inter-Taluka transfers should be considered by the district Transfer Committee. This recommendation would reduce the load on the District level Committee very considerably and lead to better efficiency.

* Since this Report was written, we understand that Government have provisionally entrusted this work to the Staff Selection Committee. We, however, still feel that the proposal given here would be better.

37. It is quite true that the two proposals made above would go a very great way in minimising the existing discontent on this issue. But to imagine that they can meet all the requirements of the situation is to over simplify the problem. It has to be remembered that the present discontent is not due to any arbitrary or improper exercise of this authority by the Administrative Officers. If it were so, it would have been correct to imagine that the constitution of a Committee would make things impersonal and better. The unfortunate fact is that there are intrinsic factors in the situation which create difficult stresses and it is not possible to resolve them unless one goes to the very root of the problem. We, therefore, propose to analyse the situation a little further.

38. The Chairman of the Committee (Shri J. P. Naik) conducted an investigation into this problem some years ago with the object of ascertaining the causes that create stresses in the matter of postings and transfers. It was a very simple investigation in which a large number of primary teachers were asked the following questions :—

- (a) Where would you like to be posted and why?
- (b) Were you posted in the past at any place which you did not like? What were your difficulties in respect of each of these postings and how were you able to secure a transfer?
- (c) Can you suggest any rules on the basis of which transfers can be regulated?

This was followed by the following questionnaire which was addressed to the office of the District School Board :—

- (a) What places or parts of the District are in constant demand by the primary teachers? why?
- (b) What are the places or parts of the District from which teachers are trying to run away? why?

39. The results were extremely interesting. It showed, for example, that the first great demand of the primary teachers is that they should be posted as close to their own villages as possible. This demand is obviously economic in origin and there is nothing wrong about it. If the recruitment of primary teachers is so controlled that they would belong to every part of the District in the same proportion in which teaching posts were available, no difficulty would arise in practice. This is what happens in Janapadas. Here the teacher mostly belongs to the Janapada; and when he comes as an outsider, he knows that the door to go out is finally closed and gets reconciled to his lot. What generally happens in a District School Board, however, is that the teachers recruited

very often belong to some parts of the district in overwhelming numbers—in this particular investigation, 40 per cent of the teachers belonged to two talukas of the District, partly because education was more developed there and partly because the leadership of this area had a big pull in the Board. They worked anywhere on the recruitment; but as soon as they were confirmed they all tried to go back to their Talukas. Consequently, about 40 per cent of the teachers were trying to get 20 per cent of the posts! There were 33 teachers from one village which had school of 8 teachers only! This was a situation where it was obviously not possible to satisfy all. It regularly developed into a modified form of *kho-kho* where every one who somehow obtained a convenient posting tried to stick to it, by hook or crook, and every one else tried his best, by means equally foul or fair, to oust him from his point of vantage.

40. Another common demand of the primary teachers arose out of their desire to give upper primary or secondary education to their children. A teacher does not mind where he is posted when he is young and unburdened with family responsibilities. But when his children began to come of age, he demands a posting in or near a place where their educational needs can be met. For example, he does not mind being in a single-teacher school with four classes only when he has very young children. But he wants a posting in a bigger place when they reach class V and in or near a place with a high school when they reach class VIII. One can only sympathise with this demand. But such desirable places being limited, this group of teachers find some competition from within the group itself. Moreover, its interests clash with the teachers in the first group who want to be in or near their homes. This is the second type of the difficult situations which create a game of *kho-kho*!

41. The two examples given above are of the positive type where teachers compete for a limited number of desirable situations. There is a third problem in which teachers want to run away from an unwanted place or area. There are (1) difficult villages to live in, (2) places of bad climate, and (3) forest and such other areas where even the few amenities of life that one gets in villages nowadays are not available. No one likes to live and work in such places and, therefore, there is a continuous struggle to run away from them. Unfortunately, this is a game of see-saw where for every person who is allowed to escape, another has to be forced to go in against his will! Naturally, a competitive struggle in which the unscrupulous and influential person has an advantage establishes itself very soon as a constant feature of the administration of primary education in such areas. There are cases of teachers who are never posted to such places; there are others who escape from them after a brief sojourn; and of several others who never get any relief in spite of unbelievable suffering—the investigation included one case

where in a badly malarious place, the teacher had lost, three of his children and his wife was desperately ill and yet it had not been possible to take note of his piteous cry for a transfer! It is instances of this type that are labelled by teachers as "injustice" and they create attitudes which are far from happy for good education.

42. It is not necessary to go into further details of this investigation. What has been stated above is enough to show that the problem of transfers need research and careful study in the light of local conditions. Our principle object in discussing it in the light of this investigation is to show the need for research in administrative problems and for the specialised training of Administrative Officers. The two purposes for which we are recommending, in a later Chapter of this Report, the creation of a *State Institute of Educational Administration*. In the meanwhile, we will close this discussion with the recommendations to which the above investigation led :—

(a) While posting teachers in particular schools, care should be taken as far as possible, to provide for the educational facilities of their children. Teachers needing such facilities should supply for transfer on educational grounds giving details of the education of their children and their demand. The highest priority should be given to this factor while making postings.

A posting made on this basis should be deemed to be a privilege and it should be continued only so long as it is essential and subject to good behaviour and good work. A teacher who does not need it any longer or who shows poor work or creates problems should be deprived of this privilege and it should be given to another who needs and deserves it better.

A list of such postings available as well as of the waiting list of persons wanting them should be maintained in the office of the District School Boards for convenience of reference and necessary action from time to time.

(b) Teachers waiting to be near their homes come next in order of priority. Here too, it would be convenient to keep demand lists ready for each Taluka—the list showing the number of persons who are posted outside at present but who desire to go back to the Taluka. Here also, postings should be given and continued subject only to good behaviour and good work. Moreover, if there is a heavy demand for any one Taluka, the postings may even be shared by all. That is to say, a rule can be made that a person would be posted in his Taluka for "X" years only. Such a rule will not lead to any heart-burning if it is applied equally to all persons from the Taluka.

(c) With respect to places where living conditions are bad, our policies should be based on the principle that the "evil which cannot be avoided, must be shared equally". In the Railways, for example, there are some stations which are malarious.

So a rule is made to the effect that every member of the staff must do duty in such places for two years. No body resents this rule because it is equally enforced on all. A person who is transferred to such places knows that a protest is useless and he is equally certain that, as soon as the required period of two years is over, he will automatically be transferred to a better place. It is the organisation of a basically good system of this type in the first instance, and its impartial administration in future years that maintains a proper atmosphere. It should be possible for the District School Boards also to frame suitable regulations of this type for the postings of teachers in difficult places in view of their local conditions and to administer them impartially.

43. We have given our earnest consideration to this problem and in view of the evidence that was placed before us, we make the following recommendations on this subject :—

(a) *The Research Bureau of the Office of the Director of Education should carry on investigations on this problem in a few selected districts and prepare a policy document on the basis of which it would be possible for each District School Board to regulate the postings and transfers of teachers.*

(b) In the meanwhile, the Department should issue a revised set of instructions to all the District School Boards regarding the principles on which transfers of teachers may be regulated. The existing departmental instructions as well as the results of the investigation given earlier may be considered from this point of view. There is also a practice in some countries under which a teacher is appointed to the smallest and most inconvenient villages when he is first appointed and is gradually promoted to posts in bigger places as he grows older in service. This is also a good suggestion which may be considered for adoption. We feel, however, that the Department should organise Divisional Seminars of Administrative Officers on this problem and that the existing set of instructions should be finalised as a result of these seminars.

(c) The Transfer Committees should meet monthly and decide on the transfers necessary. Every decision should be in accordance with the instructions issued; and if it is necessary to make an exception in any case, the reasons for so doing should be placed on record in the proceedings. Emergency transfers between two meetings would be done by the Administrative Officer and would be placed before the next meeting for confirmation.

(d) In the annual inspections of District School Boards and Taluka School Committees, the proceedings of the Transfer Committee should be carefully examined and instructions to improve its working should be given in the Inspection Report.

(e) We have a bad inheritance in the matter of transfers and officials and non-officials alike have come to look upon it as a part of personal patronage. This tradition has to be replaced by a system of impersonal rules and regulations which would give equal justice to all. It should be a special responsibility of the Department to bring about this transformation and the non-official members of the Boards must give it their full co-operation.

(f) Finally, the primary teachers themselves must be taken into confidence and trained to look at the problem *collectively*, and not from the point of view of *individual convenience* as is being done at present. They must be made to realise that the needs of social justice demand that the good and the evil of the situation has to be shared alike by all and that it is in the ultimate interest of the teachers themselves that they help in creating and establishing an impersonal and just system in this field.

44. ✓ *Functions to be Assigned at the Taluka Level.*—The Taluka School Committees shall function as the agents of the District School Board. They will have final powers in some matters and in others, they shall submit recommendations to the District School Board. They shall also be bound to comply with the Act, Rules, directives of Government, regulations made by the District School Boards and its general and special directives.

As we visualise the problem, the functions to be delegated at the Taluka level are the following :—

(a) To assist the District School Board in conducting and revising Educational surveys and in preparing and implementing Five-Year Plan for the development of primary education and all other educational activities entrusted to it;

(b) To provide adequate accommodation and equipment for primary schools;

(c) To open with the sanction of District School Board, new primary schools in places where they are needed;

(d) To determine the exact location of primary schools;

(e) To supervise the working of all primary schools and of such other educational institutions under the control of the District School Board as the Board may decide from time to time;

(f) To exercise such powers over the staff employed in primary schools and other educational institutions under the control of the District School Board as may be delegated to it from time to time;

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(g) To supervise the activities of the Village School Committees, to ensure that each village Panchayat pays its contribution into the School Fund and to bring cases of default to the notice of the Educational Inspector of the District, and generally to guide them to maintain and improve the primary school or schools in their charge ;

(h) To be responsible for the enforcement of compulsory primary education ; and without prejudice to the generality of the foregoing provision,

(1) to determine, on the recommendation of the Assistant Administrative Officer, the distance measured according to the nearest road between an approved school and the residence of the child for the purposes of clause (c) of section 33, and

(2) to grant, on the recommendation of the Assistant Administrative Officer, exemption from attending an approved school to a child who is receiving instruction otherwise than in an approved school ;

(i) To grant sanction to the changes in the dates of birth and the names of pupils attending primary schools ;

(j) To construct new buildings for primary schools and to carry out special repairs ;

(k) To sanction grants-in-aid to Village School Committees ;

(l) To advise the District School Board generally on all matters connected with primary education and other educational activities undertaken by the Board in the Taluka ;

(m) To carry on propaganda in the Taluka for the expansion and improvement of education in general and primary education in particular ; and

(n) To exercise such other powers and to perform such other duties as may be delegated to it by the District School Board from time to time.

A few brief comments on the functions listed above are given in the paragraphs that follow.

45. *Surveys and Planning*.—Function (a) is correlated to the similar function of planning and surveys assigned to District School Boards. It needs no comments.

46. *Provision of Accommodation and Equipment*.—Under the existing law, it is the responsibility of a District School Board to provide the necessary accommodation to primary schools. We propose that this authority should, in future, be delegated to the **Taluka School Committees** whose members, as local persons, would be in a better position to do so. The hiring of buildings for primary schools would, therefore, be sanctioned by the Taluka School

Committees on the recommendation of the Assistant Administrative Officers and the amount of rent payable would have to be certified as reasonable by the authority to be specified by Government in this behalf. Similarly the construction of new buildings for primary schools will also have to be undertaken by the Taluka School Committees.

At present, it is the responsibility of the District School Board to supply equipment to all the primary schools in the District. The usual procedure followed is that the District School Board invites and sanctions the tenders for the supply of all the equipment required. These are, therefore, first delivered at the District Headquarters and then transported to the individual schools. Obviously, the procedure involves a good deal of red-tape, delay and waste. We think that it should be the responsibility of the Village and Taluka School Committees to supply the necessary equipment to primary schools. All the minor articles of equipment should be purchased locally by the Village School Committees and the Taluka School Committees should be responsible only to supply a certain *minimum* requirement to every school and also to supply the costlier type of equipment which cannot be purchased locally by the Village School Committees. At any rate, we do not think that any useful purpose would be served by assigning these functions to the District level. As we have stated earlier in paragraph 9 (f) of this Chapter, our proposal to assign these functions at the Taluka level was unanimously accepted in all parts of the State.

47. *Opening of new primary schools.*—Functions (c) and (d) are at present assigned to the District School Boards and are equivalent respectively to sections 13 (2) (k) and (h) of the Bombay Primary Education Act, 1947. In view of their superior knowledge of local conditions, we propose to assign these functions to the Taluka School Committees. In practice, the Taluka School Committees would prepare the proposals for the opening and location of new primary schools and submit them to the District School Board for approval and with a request that the services of additional primary teachers required for the schools may be made available. If the proposals are approved, the Taluka School Committees will have to provide the necessary accommodation and equipment from their own funds and to start the Schools.

48. *Supervision of Primary Schools and Other Educational Institutions.*—This function is very important. Under the existing law, the supervision of the primary schools is a responsibility of the District School Board which is in direct relation to *every* individual school. As we have stated earlier, supervision, to be really effective, must have a personal element in the sense that the officer entrusted with supervision must be in a position to maintain a personal contact with the persons or institutions whose work is being supervised. At

present, the expansion of primary education in every district has grown to such proportions that it is impossible, either for the Chairman and the members of the District School Board or for the Administrative Officer, to maintain any personal contact with individual primary schools, head-masters and teachers. We, therefore, propose that the supervision of individual primary schools should be a special responsibility of the Taluka School Committees in future. In every Taluka, there would be, at the most, about a hundred Primary Schools and about 400 to 500 primary teachers. It would, therefore, be possible for the Taluka School Committee which would consist of 8 to 12 members selected from the different parts of the Taluka, and even for the Assistant Administrative Officer, to know each school and its local conditions and to maintain a personal contact with all head-masters and teachers. It is only under these conditions that a supervisor can play the role of a "friend, philosopher and guide". We, therefore, believe that the entrusting of this function to the Taluka School Committees and the Central Schools would bring supervision close to the primary schools and make it more effective. The further details of these proposals would be discussed in Chapter XVI.

49. The area of a Tahsil in Vidarbha is much larger than that of a Taluka. We are proposing, therefore, that each Tahsil should have two Assistant Administrative Officers who would divide the work of supervision between themselves. Even in the case of Tahsils, therefore, it would be possible to maintain a personal touch with every individual school.

50. What does the supervision of primary schools by the Taluka School Committees imply? As we look at the problem, the Taluka School Committee will take all final action on the Inspection Report of the primary schools, except for that part of it which involves some action against the primary teachers, which is a matter reserved for the authority of the District School Board. At present the Administrative Officer of the District School Board is expected to take action on the Inspection Reports of *every* primary school. What happens usually in practice is that he does not even have the time to read these reports. They are usually allowed to accumulate in the office of the Deputy Educational Inspector and then, at suitable intervals in the year, they are tied up in bundles of enormous size and weight and forwarded to the Administrative Officer for 'information and necessary action'. Usually no one in the office of the District School Board, and least of all the Administrative Officer, obtains any 'information' out of them; and the only action taken in the vast majority of cases is to say "seen and filed". This unhappy state of affairs will cease to exist under the new arrangements. Every Taluka School Committee will not have to deal with more than a hundred Inspection Reports throughout the year. We expect that the Assistant Administrative Officer will go through them very carefully and take all the action that is needed. If

should also be a regular practice to bring these reports to the notice of the Taluka School Committee and the Assistant Administrative Officer should read out the important portions of the Report in the meetings of the Committee for the information of its members who should be requested to do the needful in improving the institutions concerned. The Inspection Report usually contains suggestions on such matters as the improvement of buildings, supply of equipment, better organization of school teaching and extra-curricular activities, a more effective enforcement of compulsory attendance, provision for the welfare of school children, better administration of concessions in fees or award of scholarships and prizes, etc. All these matters fall exclusively within the purview of the Taluka School Committees and it should ordinarily be possible for it to take all the necessary decisions on the Inspection Reports.

51. The Inspecting Officers generally submit a special report regarding the staff of the school along with its Inspection Report. This will go, in the first instance, to the Assistant Administrative Officer who will offer his own comments thereon and submit it to the Administrative Officer for necessary action.

52. We also visualise that the Taluka School Committees may assist the District School Boards in supervising the other educational activities entrusted to them as proposed by us in Chapter XVIII. The powers and duties that may be delegated to the Taluka School Committees in respect of such activities will have to be determined by each District School Board from time to time by framing regulations for the purpose under the provision of the Primary Education Act or by issuing general or special directives.

53. *Supervision over staff.*—This function needs some explanation. It is true that the final control on the primary teachers is to be exercised by the Administrative Officer of the District School Board. But in the interests of the efficiency of the administration, it would be desirable to delegate certain powers of the Administrative Officer and the District School Board to the Assistant Administrative Officer and the Taluka School Committee. For example, it would be desirable to authorize the Assistant Administrative Officer to sanction the casual leave of all head-masters of Central Schools who, in their turn, would sanction the casual leave of the head-masters of schools in their charge. Applications for leave, other than casual leave, should also be forwarded through the Assistant Administrative Officer who should be authorised, in cases of emergency, to allow the teacher to proceed on leave and then send the papers to the Administrative Officer for final orders. We have already suggested a committee at the Taluka level for effecting the transfers of primary teachers within the Taluka. We would further suggest that all enquiries into complaints against the primary teachers which

usually involve some disciplinary action at a later stage, should be made by the Assistant Administrative Officer. This will expedite the work of enquiries and reduce the burden of work on the Administrative Officer. We would suggest still further that, in such cases the Assistant Administrative Officer should be authorised to warn or fine the teachers, the amount of fine not exceeding Rs. 5. A copy of all such orders should be immediately submitted to the Administrative Officer, who would have the right to revise it, if necessary. But if he does not revise it within thirty days, it should be treated as an order of the Administrative Officer himself and should be liable to appeal to the Appellate Tribunal if the teacher so desires. In cases of extreme emergency, the Assistant Administrative Officer should also be authorized, with the approval of the Chairman of the Taluka School Committee, to suspend a teacher. In such cases, however, an immediate report should be made to the Administrative Officer for further enquiry and necessary action. We would like to make it clear that this delegation of powers is necessary, not only for the purpose of reducing the burden of routine work which now almost crushes the Administrative Officer, but also to enable the Assistant Administrative Officer to supervise the primary schools in his charge satisfactorily and to maintain discipline among the staff employed in them.

54. *Supervision of Village School Committees.*—We attach the greatest importance to the vitalisation of the Village School Committees—a programme which we shall discuss a little later. We would, however, like to state here that it is a major responsibility of the Taluka School Committees to supervise and assist Village School Committees, just as it is a major responsibility of the District School Boards to supervise and assist the Taluka School Committees and the School Committees of non-authorized municipalities. We suggest that it should be a duty of the head-master of every Central School to submit a special Inspection Report on the working of the Village School Committees in his charge. The Assistant Administrative Officer also should personally inspect the working of such committees. He should reserve about one-third of the Committees every year for his personal inspection and thus complete the round of the Taluka in a period of three years at the most. These Inspection Reports should be brought to the notice of Taluka School Committees whose members should be requested to do the needful in improving the work of Village School Committees.

55. *Enforcement of Compulsory Education.*—We believe that the responsibility for the enforcement of compulsory education should be shared, as completely as possible, by the Taluka and Village School Committees. Most of this work would be a responsibility of the Village School Committees themselves and the Taluka School

Committee would be required (1) to see that the Village School Committees play their part properly and (2) to decide certain questions of policy. Ordinarily, no work in this category should go to the District School Boards which would be responsible only to see that the Taluka Committees are performing the functions assigned to them in a satisfactory manner.

56. *Administrative Matters relating to pupils.*—We feel that all Administrative problems about pupils of primary schools should not go beyond the Taluka level. At present, the permission of the Administrative Officer is necessary for special cases of admission and for the grant of accelerated promotions. We suggest that these powers should be delegated to the Assistant Administrative Officer. Similarly, the power of sanctioning a change in the date of birth or in the names of pupils attending primary schools is now vested in the District School Board and exercised, on its behalf, by the Chairman. We suggest that this authority may be delegated to the Chairman of the Taluka School Committee, who would pass his orders on the recommendation of the Assistant Administrative Officer. If there is a difference of opinion between them, the matter should be submitted to the Chairman of the District School Board whose decision would be final.

57. *Construction of Buildings for Primary Schools.*—As we have stated earlier in paragraph 9 (f) of this Chapter, there was a unanimous acceptance of the proposal that the construction of buildings should be assigned to the Taluka level. We are discussing this problem in a later Chapter of the Report and it would be enough to state here that we propose the abolition of the District Primary School Building Committees and the vesting of the authority to construct new buildings and to carry out special repairs in the Taluka School Committees.

58. *Grant-in-aid.*—Just as we have visualized the District School Boards sanctioning grant-in-aid to Taluka School Committees, we also visualise the Taluka School Committees giving grant-in-aid to the Village School Committees. The details of this problem will be discussed in Chapter XV.

59. *Other Matters.*—Functions (m), (n) and (o) are of a general nature and need no comments.

60. *The financial powers of the Taluka School Committees.*—Will be discussed in detail in Chapter XV. It would be enough to state here that we propose to assign certain specific revenues of their own to these Committees. They would also be eligible for receiving grants-in-aid from the District School Boards to whom they would submit their budgets for approval. A part of their total

income would be utilised in direct expenditure and the remainder would be utilised in giving grant-in-aid to the Village School Committees.

61. It will be seen from the foregoing discussion that there is no justification for the fear entertained in some quarters that there would not be enough work for the Taluka School Committees. We have shown above that there is adequate work for these Committees, and that their constitution is also indispensable if the efficiency of the administration of primary education in a District is to be improved. *We, therefore, recommend, that Section 15, of the Bombay Primary Education, Act, 1947 should be suitably amended and statutory provision should be made for the constitution of the Taluka School Committees and the powers and duties listed above should be assigned to them.*

62. ✓ *Assignment of Functions at the Village Level.*—We shall now turn to the last aspect of the problem, viz., the assignment of functions at the Village Level. We shall divide this discussion into three parts :—

(a) The existing position regarding the Village School Committees in all the parts of the State ;

(b) The need of vitalizing the Village School Committees ; and

(c) The executive functions that should be assigned at the Village Level.

63. ✓ *Village School Committees in the Area of the Old Bombay State.*—In the area of the old Bombay State, no vigorous efforts seem to have been made to establish Village School Committees prior to 1923. The rules made under the Bombay Primary Education Act, 1923, gave statutory recognition to the Village School Committees for the first time, and the same policy was continued by the Bombay Primary Education Act, 1947. Section A of Chapter XI of the Bombay Primary Education Rules, 1949 (containing rules 176 to 192, both inclusive) refers to the constitution and functions of the Village School Committees. Under the provision of these Rules, a Village School Committee is to consist of not less than 3 and not more than 5 members who shall be persons who ordinarily reside in the village and have passed at least the Primary Standard IV Examination (This educational qualification is relaxable in individual cases if persons with the requisite educational qualifications are not available in the village). The Committee is to be elected by the Village Panchayat if one is constituted for the village ; and in all other cases, it is to be nominated by the District School Board. The term of office of the Committee in a Panchayat Village is co-extensive with the term of office of the Panchayat and that in other cases, is co-extensive with the term of office of the District School Board.

64. A Village School Committee is expected to—

(a) assist the School Board or the District Building Committee, as the case may be, in securing, suitable accommodation for the school ;

(b) assist the Head-teacher or the District School Board, as the case may be, in carrying out the current repairs to the school building if the District School Board is liable for such repairs ;

(c) visit all schools placed under its supervision at least once a month ;

(d) note whether the number of pupils in the school at the time of the visit corresponds with the number marked as present in the register and report any irregularity to the Administrative Officer ;

(e) report to the Administrative Officer any irregularity or unpunctuality in the matter of the opening and closing of the school and the teachers' attendance ;

(f) see that the school premises are in good repair and kept in a sanitary condition ;

(g) to increase the enrolment in local schools, especially of pupils belonging to the educationally less advanced sections of the Society ;

(h) assist in introducing and enforcing compulsion ;

(i) assist the Head-teacher in determining what children shall be provided with books, slates and other school material on account of the poverty of their parents ;

(j) permit the Head-teacher of the local school to leave his charge in case of grave emergency ;

(k) to report the absence from school, without leave, of the Head-teacher and all the assistant masters ;

(l) to hold charge of the single-teacher schools in the event of the death of the Head-teacher, or his absence on leave or in such other emergencies ;

(m) to be present at the school at the time of the visit of any officer of the Education or Revenue Departments or of any member or the officer of the District School Board ; and

(n) to be present at the time when the charge of the school is being handed over to another Head-teacher.

65. In spite of this formidable list of functions assigned to them, the Village School Committees in the area of the old Bombay State are not functioning satisfactorily. They are mostly dormant and their existence is more tolerated than encouraged. They are also of very little use in improving the conditions in the local Primary schools. It is true that there are a few honourable exceptions and that the Committees in some villages are taking keen interest in the

local school and are striving their utmost to improve it. These results, however, are more due to the interest, initiative and enterprise of a few local individuals rather than to the system as such.

66. ✓ *Village School Committees in Vidarbha.*—As pointed out in Chapter XIII, the tradition of Village School Committees is very old in Vidarbha and it occurs as early as in Act III of 1883. It is also a historical fact that, for several years, the Village School Committees in Vidarbha were more active than in most parts of the country. In spite of this early beginning, however, Vidarbha has not been able to develop its Village School Committees to any appreciable extent. Prior to 1948, such Committees used to be established under the Local Self-Government Act, 1920, and functioned more or less, on the pattern of the Village School Committees in Bombay and were neither an assistance nor a hindrance to the administration of primary education. Under the Local Self-Government Act, 1948 (the Janapad Act) provision was made for their continuance under Section 151-A which provides as follows :—

“151-A. *School Committees.*—(1) A Sabha may, from time to time, appoint such number of School Committees for the management of the several schools under its control as it deems fit.

(2) The School Committee shall consist of five members who shall be appointed by the Sabha from amongst the persons qualified to be councillors and residing within the local area served by the school and representing local interests ;

Provided that where there is a Gram Panchayat at the place at which such school is situated, three members of the School Committee shall be nominees of such Gram Panchayat.”

67. The constitution and functions of these School Committees are given by the orders contained in the Educational Manual of the old Madhya Pradesh Government. They consist of not less than three and not more than five members all of whom are nominated. More recently, it has been laid down that three members of the Committee should be elected by the Village Panchayat and the remaining two should be nominated by the Janapada. At least one member of the Committee should be a person of the backward communities. If there is no Panchayat in the village, all the members of the Committee are nominated by the Janapada. Their powers and duties are practically similar to those of the Village School Committees in the area of the old Bombay State which have been described earlier. Unfortunately, the Village School Committees in Vidarbha are not functioning satisfactorily at present, although their traditions are older and more creditable.

. An interesting practice which had been adopted by the old Madhya Pradesh Government deserves notice. Pandit Ravi Shankar Shukla, whose partiality for the Vidya Mandirs is well-known, issued orders to

the effect that, if there is fallow land available in a village an area up to twenty acres should be first assigned to the village school if demanded by the local School Committee, and under these orders, lands have also been assigned to a fairly large number of village schools. The income from these lands is credited to a Fund which stands in the name of the Chairman of the Village School Committee and is applied for expenditure in connection with the building of the local school.

68. ✓ *Village School Committees in Saurashtra.*—In these Saurashtra Panchayat Act, the Village Panchayat can—

- (1) provide for Night Schools and Adult Schools ;
- (2) establish and conduct Pre-primary schools and Museums ;
- (3) encourage, establish and maintain Village Libraries and Reading Rooms ;
- (4) encourage folk-literature ;
- (5) propagate, by gatherings etc., in simple language, subjects like History, Geography, Science, Economics, etc. ;
- (6) spread knowledge of general and home medicines ;
- (7) spread knowledge about civic duties ;
- (8) encourage activities for physical education ; and the approval of Government, on condition that Government bears half the expenditure on this activity.

The Chief Panchayat Officer of Saurashtra in a Circular dated 27th September 1956, asked every Village Panchayat to create a school committee of three members, which was expected to inspect arrangements for the supply of drinking water, general cleanliness and sanitary needs in primary schools and to send its report to the District School Board. In accordance with this Circular, committees were created in a few villages.

In a circular No. GB/54 dated 22nd February 1955, the Director of Education in Saurashtra asked every Village School to establish a School Committee of five persons. The Sarpanch of the Village Panchayat was to be the Ex-officio Chairman of this Committee. Of the members, one was to be a woman and one, a Harijan. The Head-Master of the school was to work as the *ex-officio* Secretary of the Committee. In accordance with these instructions, Village School Committees were also created in several places.

In spite of these directives, however, the Village School Committees in Saurashtra are not functioning satisfactorily at present. The Panchayats have only an indirect interest in education and their work

is not properly co-ordinated with that of Education Department. As stated above, the Village School Committees are of two types. The Committees created in accordance with the circular of the Chief Panchayat Officer cannot obviously be effective. But even the Committees created in accordance with the circular orders of the Director of Education have not proved to be effective in practice, partly because their powers and duties have remained vague and partly because their work has not been properly co-ordinated with the activities of the District School Boards or of the Department.

69. ✓ *Village School Committees in Marathawada.*—Village Education Committees in Marathawada were established for the first time under a circular issued by the Director of Education on 12th April 1955. Each Committee was to consist of three members. In a village where a Panchayat was functioning two members of the committee were to be elected by the Panchayat and the third was nominated by the Inspector of Schools. In a village where a Panchayat was not functioning, all the three members were to be nominated by the Inspector of Schools. The only power given to the committee was that it should visit the primary schools and send a quarterly report to the Inspector of Schools. But under a circular dated 23rd December, 1956, the Director of Education informed the members of the Education Committees to kindly desist from visiting the schools until a clarification on certain points was made by Government. Before the clarification could be given, the Marathawada area was integrated with the Bombay State. It is obvious that under the circumstances described above, the Village Education Committees are not functioning at all in Marathawada at present.

70. ✓ *The Desirability and the Need of Developing Village School Committee.*—It will be seen from the foregoing account that the Village School Committees are not functioning satisfactorily in any part of the State. The need of vitalising them was, therefore, pressed upon us by a large number of witnesses on several grounds, the more important of which are summarised below :—

(a) The modern trend all over the world is to make the primary school a centre for the local community, to convert it, in fact, into a community school. This movement has made great progress in Philippines and China and such integration with the community is also an essential part of the scheme of basic education. It is, therefore, absolutely necessary to associate the local community with the primary school through its elected representatives on the Village School Committees.

(b) An association of the village school with the village community has several advantages. It becomes an important project in the social education of the adults; it is of great advantage to the school in improving its working, it secures additional financial

resources to the support of the local school, and finally it provides several opportunities for training the students in the local school—who are the community members of tomorrow—in activities of social service.

(c) Compulsory education can never become effective in rural areas until the local community is made to take interest in the local school and is made statutorily responsible for the enforcement of compulsory attendance.

(d) Our attention was prominently drawn to the interesting experiment in Madras where attempts are being made to take the school closer to the people and where local communities have come forward to accommodate and equip the local schools and to provide free mid-day meals to all poor children. It was suggested that an experiment on similar lines was badly needed in our State also*.

When we asked for the reasons responsible for the department condition of the existing Village School Committees, we found that the answer was always unanimous—they have no financial and executive powers. We agree with this view and *recommend that Village School Committees be vitalised as early as possible by giving them financial and executive powers.*

71. ✓ *Proposed Functions of the Village School Committees.*—The following is a tentative list of the functions we propose for the village school committees :—

(a) To assist the Taluka School Committees and the District School Board in the preparation and implementation of plans for the development of primary education ;

(b) To provide adequate accommodation and equipment for primary schools ;

(c) To provide for the welfare of the children attending primary schools ;

(d) To carry out the current repairs of the school, and if directed by the Taluka School Committees, to carry out special repairs and to construct new buildings ;

(e) To exercise such supervision over the local primary school as may be prescribed under the Rules or may be directed by the District School Board by a general or special order ;

(f) To be responsible for the enforcement of compulsory attendance in the village in accordance with the Rules and Regulations and general or special directives of Government and the District School Board ;

* *Vide Harnessing Community Efforts for Education issued by the Director of Education, Madras.*

(g) To be responsible for the administration of fee concessions in accordance with the Regulations framed for the purpose; and subject to the funds at its disposal, to provide poor children with slates, books, clothes and other educational equipment;

(h) To be responsible for the proper management of the School Fund;

(i) To provide play-grounds and school gardens and to maintain them with the assistance of the pupils and the staff of the schools;

(j) To make provision for drinking water and other necessary amenities required by school children;

(k) To make provision, wherever possible, for mid-day meals to poor and under-nourished children;

(l) To make provision for school uniforms;

(m) To celebrate school functions and to organize excursions or other social and cultural programmes in accordance with the instructions that may be issued by Government or the District School Board from time to time; and

(n) generally to exercise such powers and perform such duties as the District School Board of the Taluka School Committees may delegate from time to time.✓

A few brief comments on the functions listed above are given in the paragraphs that follow

72. *Function (a)* is formal and a corollary to a similar function that has been assigned to the Taluka School Committees and the District School Boards. It needs no comments.

73. *Provision of Accommodation and Equipment.*—In respect of hiring buildings for the local schools, the co-operation of the Village School Committee would be very necessary. We, therefore, feel that the initiative in the matter should generally be taken by the Village School Committee. The final authority in the matter should, however, be left to the Taluka School Committees to whom the Village School Committees would submit their recommendations.

With regard to equipment, we feel that this should be the joint responsibility of Village and the Taluka School Committees—the initiative and a larger responsibility being left to the village level. Under the present system in which the supply of equipment is a responsibility of District School Board, several practical difficulties are experienced and these were brought pointedly to our notice in our discussions. Some of the more important of these are given below :—

(a) The District School Boards generally invite proposals from individual schools regarding the 'equipment' required. Owing to shortage of funds, all the demands made by individual schools can

never be satisfied. The District School Boards, therefore, select a few items only from the lists submitted by the individual schools. In doing so, however, all priorities are usually set aside and the schools very often get things which are less urgent and do not get others which they need very badly. Such a possibility is ruled out when the purchase of equipment is left to the school itself.

(b) There is a great delay in the purchase and supply of equipment because the procedure of collecting the demands from the individual schools, preparing and finalising the consolidated demands, calling for and sanctioning of tenders, manufacture or purchase of equipment and its distribution to individual schools takes a very long time—sometimes as long as 6 to 10 months. All these delays would be avoided if the authority to purchase the equipment can be delegated to the individual schools.

(c) There is a general tendency on the part of the schools to use equipment supplied by the District School Board carelessly and roughly. This trend would be greatly controlled if the local people are made to pay a part at least of the cost of the equipment supplied to their schools.

(d) Under the present arrangements, there is no local initiative for the supply of equipment to schools. Under a good system of administration, it should be possible to set up a healthy competition between the local communities in respect of the equipment in their schools and it should be an object of pride to a local community to display how well it is equipped. This can only happen if the responsibility to provide equipment for the local school is transferred to the Village School Committees which should be assisted through a suitable system of grant-in-aid.

(e) Even if the authority to provide equipment to the Village Schools is delegated to Taluka School Committees as proposed, all the above evils would still continue to dominate the situation. Their extent may be reduced, but they would not be eliminated altogether unless the Village Committees are involved in the programme.

74. The force of their arguments is obvious. On the other side, however, the main argument is that it would not be possible for every Village School Committee to purchase all the equipment required for its school in the local market. It is also true that there is often a good deal of economy in bulk purchases which may be made by the Taluka School Committees. Thirdly, there is also a fear that, if the supply of equipment is made an exclusive responsibility of Village School Committee, the schools in poor or backward villages would suffer very greatly. On a very careful consideration of the problem, therefore, we have come to the conclusion that the responsibility for supplying the equipment to the local

schools should be shared between the Village School Committees and the Taluka School Committees on the following lines :—

(a) A certain minimum equipment required for each school—the list of such equipment shall be fixed by each District School Board should be supplied by the Taluka School Committees without waiting for any popular contribution from the local people or for an initiative from the Village School Committees ;

(b) For all additional equipment required, the initiative should be left to the Village School Committees. But the Taluka School Committees may be requested by the Village School Committees to purchase certain articles on the ground that a bulk purchase would lead to economy ;

(c) The Taluka School Committees should then prepare lists of all articles required by the Village School Committees and which are to be purchased in bulk by it on their behalf. It should then call for tenders, make purchases and supply the equipment to the Village School Committees concerned ;

(d) The Taluka School Committees should encourage the initiative of Village School Committees to provide equipment for their schools by giving grant-in-aid in proportion to the local contribution.

75. *Welfare of children.*—Function (c) listed above is not new. It occurs in Bombay Primary Education Act, 1947, as section 13 (2) (a). It needs no comments.

76. *School Buildings.*—Ordinarily, the only responsibility of a Village School Committee would be to carry out current repairs of school buildings. But in the case of efficient committees, the Taluka School Committee may ask them to carry out special repairs and even to construct new buildings. In such cases, however, the funds required for the works should be provided by the Taluka School Committees.

77. *Supervision over the local schools.*—Under the Bombay Primary Education Rules, 1949, the powers of supervision to be given to the Village School Committees have been specifically enumerated. These are very simple and are delegated on the assumption that the Committee would ordinarily consist of persons who have received little or no education. But conditions vary greatly from village to village. In some villages, there are High Schools at present and it is possible to have even trained graduates as members of Village School Committees. We, therefore, feel that it would be wrong to draw up a standard list of the powers of supervision to be delegated to all School Committees. We suggest that the District School Boards may draw up a list of powers of

supervision to be delegated to the Village School Committees. Some of these powers, which would be very simple in character, would be delegated necessarily to all the Village School Committees. The delegation of other powers should be left to the Taluka School Committees who would authorise, by a resolution, individual Village Committees with specified powers. Larger powers of supervision should be given to more efficient Village Committees and a power delegated should also be withdrawn in cases of misuse. This would create a healthy atmosphere of competition between the Village School Committees.

78. *Enforcement of Compulsory attendance.*—We are of opinion that the Village School Committees should assume almost exclusive responsibility for the enforcement of compulsory education. The responsibility for the following stages in the enforcement of compulsory attendance should be placed on these Committees:—

- (a) Preparation of the Census of children of School-going age.
- (b) Publication of lists of non-attending children.
- (c) Summoning of defaulting parents before the Committee.
- (d) Issue of notices to parents of non-attending children.
- (e) Grant of exemption from compulsory attendance in accordance with the provisions of the Act and the Rules and the regulations and the general directives issued in this behalf.
- (f) Passing of attendance orders.
- (g) Launching of prosecution against defaulting parents.

We are discussing the problem of the enforcement of compulsory attendance in detail in a later chapter. It would be enough to state here, however, that the staff of the school would give all assistance necessary to the Committee in discharging the above responsibilities and, as we have stated already, it would be a special responsibility of the Taluka School Committee to supervise the activities of the Village School Committees in this behalf and also to hear and dispose of appeals in a few special cases.

79. *Fee concessions.*—The administration of concessions in fees should also be the responsibility of the Village School Committees who would work in accordance with the regulations framed for the purpose. Another activity which could be entrusted to the Village School Committees is to make them responsible for the free supply of books, slates and other educational equipment and clothes to poor children. For this purpose, they should be required to set aside some funds from their own budget and the activity may also be assisted by the Taluka School Committees through grant-in-aid.

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Under the present system, it is the District School Board which is responsible for the supply of these articles to poor children. What happens in practice, therefore, is this : The Administrative Officer calls for proposals from individual schools. These are then scrutinised in his office and consolidated. Then the articles required are purchased and supplied to the schools and, by the time the student gets the books the month of October or November is already reached. All this delay would be avoided and the poor students can be provided with books immediately on the opening of the schools if this authority is delegated to the Village School Committees.

80. *School Fund.*—Function (h) would be discussed in detail in Chapter XV. It will be enough to state here that we propose to give some statutory resources to the Village School Committees which would be supplemented by local collections and grants-in-aid from the Taluka School Committees.

81. *Functions (i) and (j)* generally call for no comments but *function (k) is important*. In this context, we would like to invite attention to what is now being done in the Madras State where a voluntary movement for *Annadan* has been organised by the Education Department and where about 10 thousand educational institutions are providing mid-day meals to more than three lakhs of children on a purely voluntary basis. The following statement from the Director of Public Instruction, Madras State, will bear a quotation :—

“We are witnessing the paradox of innumerable pupils and students going without their noon meals or starving during the school day and, at the same time, a flood of charity and hospitality flowing in the country. Ours has been a country renowned for hospitality and charity. Many are the forms in which our spirit of charity has found expression. We value *Annadan* as the best of the *Dans*. If our traditional hospitality and *Annadan* could only be diverted, to some extent, to the schools, it will be possible to feed these hungry children without any extra burden being placed on society. The Chief Minister of Madras, Shri K. Kamaraj, encouraged me personally by pointing out that this had a great potentiality and no village in Tamilnad would fail to contribute for *Annadan*, whatever their views on other matters might be. The Minister for Education, Shri C. Subramanian, equally encouraged me by pointing out that the seeds of Sarvodaya could be sown in schools by such a movement for School *Annadan*. Encouraged in this manner, I and my officers took up the task of organizing, purely on a voluntary basis, free mid-day meal centres in towns and villages. The movement was launched in July 1956. This developed entirely as a people's movement for organised charity. It was entirely a voluntary movement. To avoid official pressure no orders of any kind were issued by me. Nor was the

official cognizance of progress was taken till September, 1957. It was only in September, 1957 that the particulars from various districts were officially gathered, reviewed and communicated so that every officer might know what was being done by his colleagues in other districts.

"I am happy to record that the experience has been thrilling and encouraging. Wherever the officers have taken this up in earnestness and put across this idea, it has caught the imagination of the people and they have responded enthusiastically, both in town and in villages. In the course of the last fifteen months, this has received the enthusiastic support of the various sections of the public. Leaders of public life with different political views, economic objectives and social aspirations have lent their support to this humanitarian movement though not as a means of permanent solution of our problems of poverty, at least as a sort of first aid to the suffering. Newspapers have also given a good deal of support by due publicity of these activities and some even by editorials supporting the scheme. To-day, this scheme is functioning not only in thousands of elementary schools but also in a number of secondary schools. To-day, about 10,000 educational institutions provide such free mid-day meals for about 3,00,000 pupils. If it has not spread to other schools it is not so much due to the lack of support of the public as due to the inability of our officers to spare more time and effort for this purpose.

"It is not merely the contribution in cash and kind and the burden that the public willingly take up in feeding these children that is full of hope and promise for the future. The volume of interest that this participation inevitably arouses in them, will go a long way to improve the school-community relationship and thereby raise the standards. The larger the interest the public develop in educational matters, the more certain is the future of education. Without public understanding and support, it will not be possible to get adequate support, both material and moral, for our educational plans. Looking at it from this point of view I feel, this movement of free mid-day meals augurs well for the future of the education of our children".

It is, of course, true that the initial spurt of this movement may not continue for a very long time on a purely voluntary basis and that some sort of institutional financial support will have to be provided, sooner or later. The Government of Madras has already come forward to assist this movement and has provided Rs. 10 lakhs in its budget for the purpose—the grant-in-aid being limited to four *naye paise* per meal. We feel that what has now happened in Madras is a good illustration of potentialities of the Village School Committees to undertake this activity. In a later Chapter of this Report,

we are discussing in detail how the local primary school may provide for the welfare of the children attending it. Without anticipating that discussion, it would be enough to state here that it would be very worthwhile to assign this important function to the Village School Committees. Function (1) is similar and needs no comments.

82. *Functions (m) and (n) are also important.*—Function (m) provides a good opportunity to bring the local community in close contact with the local school and it is necessary to exploit it as largely as possible. Function (n) provides for delegation of authority, over and above that which has been described above, by the Taluka School Committees and the District School Boards to deserving and efficient Village School Committees.

83. *Constitution of the Village School Committees.*—We have so far discussed the functions to be assigned at the District, Taluka or Village levels. We shall now turn to the consideration of the other important problems, *viz.*, the constitution of the local bodies at all these three levels.

To begin with the *Village level*, we propose that—

(a) a Village School Committee should consist of not less than 4 and not more than 8 persons who are above 21 years of age and who ordinarily reside in the village;

(b) the entire Committee should be elected by the local Panchayat;

(c) half the members of the Committee should be members of the panchayat; and the remainder should be persons interested in education (not in the special sense defined in paragraph 6 of Chapter IX);

(d) there need be no educational qualifications prescribed for the members of the Village Panchayat to be elected on the Committee. But the other persons to be elected should have at least passed primary standard IV. If a person elected does not have this minimum qualification, his election to the Committee would be subject to the approval of the Taluka School Committee.

(e) as far as possible, every committee should include a woman and/or a person of the backward classes;

(f) the jurisdiction of the Committee should be co-extensive with the Panchayat and shall include all schools within the area of the Panchayat;

(g) the Committee should elect its own Chairman; and

(h) the term of office of the Committee should be co-extensive with that of the Panchayat.

84. The proposals made above would really cover all areas within a few years. Under the plans now approved by Government, the entire area of the State is to be covered with Village

Panchayats. When that is done, the Village School Committees also would cover the entire area of the State automatically. But as it will obviously take some time to bring all villages under the jurisdiction of Panchayats, we have to make some transitory provision for non-Panchayat villages. In such cases, therefore, we propose that the Taluka School Committees should be authorised to nominate the Village School Committees for a period of three years at a time.

85. *Failure of the Village School Committees.*—Another important issue was raised before us: What is to happen if a Village School Committee fails to function properly inspite of all efforts? We agree that such a contingency has to be visualised. We, therefore, propose that if a school committee fails to work properly inspite of all efforts, the Taluka School Committee should manage the local School Fund and to exercise all the powers of the School Committee either directly or through a nominated person or Committee. We also propose that, in certain very backward areas like those inhabited by the Adivasis, where the need for educational expansion is most urgent but where local committees are not expected to function satisfactorily for the present, the Taluka School Committee should be authorised, with the previous sanction of the District School Board, to suspend the constitution of the Village School Committees in any particular area and to exercise their powers either direct or through nominated Central School Committees, the jurisdiction of each such Committee being co-extensive with the schools under the control of the Head-master-cum-Supervisor of the Central School.

86. *Constitution of the Taluka School Committees.*—Turning to the constitution of the Taluka School Committees, we propose that a Taluka School Committee should consist of not less than 8 and not more than 12 members. In the smaller Talukas, the number should be 8. In the bigger Talukas and the Tahsils in Vidarbha, it should be 12. The exact number of members in each Committee would be fixed by Rules under the Act.

87. Half the members of the Taluka School Committees should be elected by the Village School Committees. For this purpose, all the Village School Committees would be divided into groups, each group electing one member. The principles underlying the grouping should be contiguity and population—villages which are contiguous should be grouped together and the population of the different groups should be approximately equal. Non-authorised and authorized municipalities should be omitted. The exact formations of these groups should be done by the District School Boards through Regulations. The population of the latest available decennial census should be taken as the basis and the groupings revised, if necessary, every ten years.

88. Regarding the election of the members to the Taluka School Committees, we propose that all the Village School Committees in a group may elect a member in the same way that is now adopted for electing the representatives of the non-authorised municipalities on the District School Boards.

89. The other half of the members would be elected by the District Local Board. Of these, one shall be a member of Board elected from the Taluka, one shall be a woman, one shall be a person representing the interests of the backward classes, and the remaining shall be persons who shall be primarily interested in education as defined in paragraph 6 of Chapter IX.

90. All members of the Taluka School Committee shall have passed at least primary Standard VII examination. This restriction may, however, be relaxed in the case of women and persons of backward communities.

91. The term of office of the Committee will be four years. It will elect its own Chairman and Vice-chairman.

92. The right to elect half the members of the Taluka School Committees which has been given to the District Local Boards in paragraph 89 above, would have to be given to Janapadas in Vidarbha, if they continue.

93. *District School Boards.*—Our first proposal is that the system of nominations that now exists should be abolished and that all members of the District School Boards should be elected. We have already discussed this proposal in paragraph 3 of Chapter IX.

94. The most common complaint made to us was that the different Talukas do not get adequate representation on a District School Board. Some Talukas get over-represented and some are not represented at all. We were also told that the interest of a Taluka gets ignored when it has no representative on the Board. We feel that there is a great force in this argument. We, therefore, recommend that the Chairman of every Taluka School Committee should be an ex-officio member of the District School Board. In addition to these, the District Local Board should elect not less than seven and not more than ten members of whom one shall be a woman and one to three shall be persons belonging to the backward communities and the remaining shall be persons interested in education, as defined in paragraph six of Chapter IX. The total number of members of a District School Board as well as the details of its composition shall be prescribed by Government.

95. The main difficulty involved in this proposal is that the total number of members in the District School Board will increase very largely. The minimum number of Talukas in a District is six and the maximum is 18. It is, therefore, quite possible that the total

number of members of a District School Board would vary from 14 to 50 as against 16 at present. Two objections can be raised against this proposal :—

(1) the increase in the total number of members will mean an additional expenditure on T. A. and

(2) it also implies that the Board becomes unwieldy to manage.

The first of these objections is not a major difficulty and advantages of giving representation to every Taluka are so great that it would be worthwhile to provide the additional expenditure involved. The second objection can also be met by making provision for a statutory Standing Committee of not less than seven and not more than ten persons to be elected by a District School Board. The Standing Committee should consist of the Chairman and Vice-Chairman (ex-officio), at least two persons interested in education and three to six other persons elected by the District School Board. It should be given large powers and meet every month while the District School Board as a whole, should meet only once a quarter. This will lead to an expeditious disposal of work as well as to economy in expenditure.

96. In Vidarbha, each Tahsil School Committee shall elect not less than two and not more than four members as may be prescribed by Government on the basis of the population of the District.

97. *Representation of the Non-authorized Municipalities.*—We suggest that one or two seats may be reserved for the representatives of the non-authorised municipalities. If the number of such municipalities in a district is four or less, one seat should be reserved for them and two seats should be reserved in the other cases. Regarding the representation of these municipalities, the existing practice of electing their representatives may be continued. The main objection, however, against this system is that some non-authorised municipalities never get a representation on the District School Board for years together. An alternative method to overcome this difficulty would be to adopt a rule to the effect that these seats would be held for one year only by the Chairmen of the School Committees of the non-authorised municipalities in the district *in rotation*, the committees being authorised to send their representatives in strict alphabetical order. Our own view is that this method of representation in rotation is better than the existing method of elections.

98. We would like to make it clear that the members to be elected by the District Local Board (*vide* paragraph 94 above) may or may not be the members of the electing Local Board.

99. *Transitional arrangements.*—In the proposals which we have made above for the constitution of the Village School Committees, the Taluka School Committees, and the District School Boards, our desire is to build up from below. We want the Taluka School Committees to represent the Village School Committees and the District School Boards to represent the Taluka School Committees and the non-authorised municipalities. These proposals would be quite in order after some time when all the Village School Committees would have been constituted and would also be functioning satisfactorily. Immediately, however, these committees do not exist in many villages, and even where they do, they are not functioning very satisfactorily. We, therefore, feel that some transitional arrangements will have to be made in order to implement these proposals. After a careful consideration of the problem from every point of view, we make the following recommendations in this respect :—

(1) Immediately after the new Primary Education Act is passed and brought into force, steps should be taken to constitute the Taluka School Committees in all parts of the State. Half the members of the Taluka School Committees should be elected by the District Local Boards in the area of the Old Bombay State, Marathawada, Saurashtra and Kutch. They would be elected by the Janapadas or the District Local Board in Vidarbha, as the case may be. These should be persons interested in education as defined in paragraph 6 of Chapter IX and representatives of special interests. The remaining members should be nominated by Government because the Village School Committees would not be able to elect them. The term of the office of these committees should be three years.

(2) As soon as the Taluka School Committees are constituted the entire machinery suggested by us for the administration of primary education in the rural areas can be set up. On the one hand, the Chairmen of these Taluka School Committees would become ex-officio members of the District School Boards. The remaining members of the District School Boards (whose number is to be not less than seven and not more than ten) would be elected by the District Local Boards in the area of the Old Bombay State, Saurashtra, Kutch and Marathawada, they would be nominated by Government in Vidarbha in case the District Local Boards are not constituted in that area. The non-authorised municipalities also would be able to send their representatives to the District School Boards without any difficulty. The District School Boards would thus begin to function without much delay if the Taluka School Committees are brought into existence.

(3) Similarly, in villages where the Panchayats exist, the Village School Committees can be elected without much difficulty.

Where they do not exist, they would be nominated by Taluka School Committees. The Village School Committees also would, therefore, begin to function without much delay.

(4) At the end of three years, regular elections under the new Act should be held. The Taluka School Committees themselves would then be elected from below and the administrative pattern proposed by us would begin to function in its proper form.

100. *Financial Implications.*—It will be seen from the foregoing proposals that we visualise the creation of the Taluka and Village School Committees in addition to the District School Boards.

There will be no additional expenditure on account of the Village School Committees. The Head Master of the primary school will work as the *ex-officio* Secretary of the Village School Committees and its office also will be located in the building of the primary school. There is no need to give any allowance to the Head Master for this work which is an integral part of his duties and no other staff would be needed by the Committee.

At present, a good deal of administrative work is being done by Taluka Masters who have the status of primary teachers but do the duties of clerks. When the Taluka School Committees are created, all the work that is now being done by the Taluka Masters would be transferred to the Taluka School Committees. This will not, however, lead to any financial saving, although it would improve the teaching resources of the District.

In so far as District School Boards are concerned, we have proposed an increase in the total number of members. This may mean a little larger expenditure on travelling. On the other hand, we expect that there would be a good deal of saving at the district level. We have proposed that a large volume of work which now falls on the Administrative Officer and the office of the District School Board should be transferred to the Taluka and Village School Committees. It is true that we have also added some new responsibilities to the District School Boards and that some additional work will be created at this level on account of these recommendations. But taking the picture as a whole, we are convinced that there will be some reduction of expenditure at the District level as a result of all the recommendations made by us.

At the Taluka level, there would be considerable addition to the expenditure on administration. We visualise that, for the Taluka School Committees, an office consisting of one Assistant Administrative Officer, two clerks and two peons would be necessary. (In Tahsils of Vidarbha two Assistant Administrative Officers, four

clerks and four peons would be necessary). The existing Assistant Administrative Officers would be transferred to some Talukas. But for the remaining Talukas, some of the best Assistant Deputy Educational Inspectors should be selected and transferred as Assistant Administrative Officers. We feel that there is no need to maintain the existing number of Assistant Deputy Educational Inspectors in view of this new pattern of administration, and we, therefore, recommend that the vacancies created by the transfer of the Assistant Deputy Educational Inspectors as Assistant Administrative Officers should not be filled. If this recommendation is approved, there will be no additional expenditure involved in so far as the posts of Assistant Administrative Officers are concerned.

In so far as clerks are concerned, it has been stated already that we will need two clerks for every Taluka or four clerks for every Tahsil. It was not possible for us to examine how many clerks can be transferred to the Taluka from the existing offices of the District School Boards. This is a matter which will have to be examined more closely by the Department in due course. We agree that all the additional posts of clerks, after taking into consideration the savings in the office of the District School Board, will have to be created and that the expenditure on their account would be an additional financial liability. We have made the necessary provision for this in the new pattern of the District School Board budget.

In respect of peons, we find that there are a number of peons already working either in the office of the District School Board or in the Taluka schools. The saving under these heads should be taken into account and all the additional posts of peons necessary should be created. The necessary financial provision for this also has been made in the budgets of the Taluka School Committees.

Besides, the necessary provision has been made for expenditure on account of accommodation for the offices of the Taluka School Committees, special allowance (of Rs. 30 per month) and travelling allowance to Assistant Administrative Officers, travelling allowance to members and the usual office expenditure on Contingency, Printing and Stationery etc.

Even the cursory examination of this problem which we were able to make showed that the additional expenditure involved in all these proposals is not very high and can easily be met from the additional resources we are creating at the local level.

CHAPTER XV.

ADMINISTRATION OF PRIMARY EDUCATION IN RURAL
AREAS : GRANT-IN-AID

In this concluding Chapter on the administration of primary education in rural areas, we shall deal with the problems of grant-in-aid. In the beginning, we propose to give a brief survey of the historical evolution of the existing system of grants-in-aid on account of primary education in rural areas. This will include a history of the grants-in-aid to the District School Boards in the areas of the old Bombay State and Saurashtra and to the Janapadas in Vidarbha. In Kutch and Marathwada, Where primary education is directly managed by the State Government, the question of grants-in-aid to local bodies, whether urban or rural, has not arisen so far. We shall then discuss the defects of the existing system and suggest the lines on which grants-in-aid from the State revenues should, in future, be given to the District School Boards which would be set up in all parts of the State under our proposals. As we are visualising the organisation of the Taluka and Village School Committees, we shall also discuss the manner in which each of these bodies would raise funds of its own and the principles on which a system of grants-in-aid would be set up from the District School Boards to the Taluka School Committees and from them to the Village School Committees.

2. *Historical Evolution of the Financial Arrangements for Primary Education in the Rural Areas of the old Bombay State (1860-63).*—Prior to the advent of the British rule, primary education in the State of Bombay was almost entirely supported by fees. Primary schools were usually conducted by individual teachers who maintained themselves by charging fees which were paid in cash or kind or both. The kings and rulers of these days occasionally gave financial help to learned men for religious or charitable reasons and some of them conducted free schools of their own. There were also a few cases where some persons taught a few local children free of charge. But these were the exceptions and, by and large, primary schools depended mainly on the income from fees for their financial support. This was, therefore, a stage when the primary education of its children was regarded as the responsibility of the family alone.

3. When the British administration was set up in 1818 and Government primary schools began to be established, the emphasis on fees was reduced to some extent, mainly because Government desired to attract children to the new type of primary schools which they were trying to establish. It is true that all these schools did charge a small fee, usually one anna per month per pupil, but it was much smaller in comparison with the usual fees charged

in the private schools of the day. The teachers of the Government schools were also given a better salary in cash. Consequently, the conduct of these primary schools involved large deficits which were made good by grants from the revenues of the Government of India. Thus primary education came to be supported by two sources—Central revenues and fees.

4. When the demand for the new type of primary schools began to increase and the grant from Central revenues did not increase in proportion, the educational administrators of the day were compelled to balance their budget by trying to collect voluntary contributions and donations from the public. A part of the expenditure of the primary schools was thus met from this source and the system came to be known as the *partially self-supporting system*. It thrived well for some time. But it soon became obvious that it would not be possible to raise large amounts of money through voluntary donations and contributions from year to year to balance the increasing deficits in the annual budgets of primary schools. Moreover, the task of collecting the popular contributions became extremely arduous, consumed a good deal of time of the responsible officers of the Department and very often placed them in the humiliating position of beggars for Government schools. The Department, therefore, began to advocate the view that this system of voluntary contributions should be given up and that a compulsory local cess should be raised from the people for the support of the primary education.

5. *Levy of the Local Fund Cess (1863-69).*—In England, a great movement for giving elementary education to orphans and poor children was organised towards the close of the eighteenth Century. It was originally supported by the Church and the charities of the public and in 1833, the first Parliamentary grant was sanctioned for it. But as these funds were not adequate and as public opinion was not then prepared to make elementary education a responsibility of the State, a demand was put forward for the imposition of a local rate to support elementary schools. This was finally granted in 1870 when the first Elementary Education Act was passed and the introduction of compulsory education as well as the levy of a local rate for elementary education was duly provided for.

6. As the British administrators in India drew their inspiration mostly from England, it is obvious that these developments would be reflected in this country as well. In the State of Bombay, therefore, a controversy regarding the levy of a local cess for primary education began as early as in 1839 when Lieutenant Davidson, the then Assistant Superintendent of the Deccan Survey, proposed to increase the amount of land revenue by five per cent., partly for primary education and partly for the improvement of agriculture. This proposal was not accepted. In 1852, Captain Wingate, the then

Revenue Survey Commissioner, suggested a cess on land revenue, partly for the establishment of primary schools for the children of agriculturists and partly for the construction of roads. These proposals were very strongly supported by Mr. Howard who was the Director of Education from 1856 to 1865. Similarly, proposals were made from other parts of India also and, therefore, the Despatch of 1859 from the then Secretary for State for India suggested the levy of a Cess on land revenue, for the support of primary schools. Accordingly, a Local Fund Cess of one anna on every rupee of land revenue was imposed in some parts of the State on voluntary basis in 1863. It was then called "voluntary" because the officers of Government first ascertained public opinion and imposed the Cess only if a certified majority of the people were in favour of the proposal. But the response of the people was so favourable that its levy was generalized in all parts of the State under the Bombay Local Funds Act, of 1869 and one-third of its total proceeds were earmarked for primary education. Thus Primary Education now came to be supported by four sources which, in order of their importance, were (1) the proceeds of the Local Fund Cess, (2) the grants from Central revenues (the expenditure which Government used to incur on primary education before the levy of the Cess was continued even after its levy as a grant-in-aid), (3) voluntary donations and contributions from the people, and (4) fees. In 1870-71, for instance, the total expenditure on primary education in the State was Rs. 12,17,876 out of which Rs. 6,82,711 came from local funds (local fund cess and municipal contributions), 3,33,551 from the Central revenues, 1,70,109 from donations, contributions, etc., and 31,505 from fees.

7. *A period of Difficulties (1870-1901).*—In 1870, a period of difficulties was ushered in by the Decentralization Order of Lord Mayo. Until this time, the State Governments did not have any revenues of their own and all Government revenues were treated as Central. Under the scheme initiated by Lord Mayo, the Government revenues were divided, for the first time, in two parts—Central and Provincial. Education was made a charge on the Provincial revenues and hence the Central grants for primary education which it used to get from 1833 to 1870 were discontinued. Thus primary education lost its claim for a grant-in-aid from the Central revenues in 1870. As the Provincial revenues to which its claims were transferred were not sufficiently elastic, these orders did affect the development of primary education very adversely.

8. Since primary education was now being financed by four different sources, the theoretical issue of the relative importance of its claim on these different sources also began to be discussed. The Resolution of the Government of India in the Home Department

No. 60 of 11th February 1871 (which has already been quoted earlier in Chapter X) shows that, in the opinion of the Government of India, the income from the local funds should be mainly responsible for the support of primary education. Paragraph 5 of the Resolution places almost equal emphasis on the income from the local fund cess as well as from other local sources such as fees and the voluntary donations and contributions of the people and prescribes a rule that the Local Fund Cess and the contribution of the Municipalities, along with income from fees and other sources, should make up more than two-thirds of the total expenditure on primary education. It also suggests that grant-in-aid from Provincial revenues *should not exceed* one-half of all local assets or one-third of the total expenditure incurred. The same issue was also discussed by the Indian Education Commission of 1882. It recommended that "primary education be declared to be that part of the whole system of public instruction which possess almost exclusive claim on Local Funds set apart for education and a large claim on provincial revenues". The exact meaning of the expression "a large claim on provincial revenues" was never made clear by the Commission. But from the context of its recommendations it appears that the Commission placed the main responsibility for the support of primary education on the local funds only, that it did not contemplate the necessity of a large assistance from the Provincial revenues and that, on the whole, it did not wish to revise the policy laid down in the Resolution of the Home Department, No. 60 of 11th February 1871.

9. It is interesting to remember that, at this period, the educational administrators really believed that the Local Fund Cess would be quite enough for the purpose of expanding primary education on voluntary basis to the fullest extent possible and even for the introduction of compulsory education. For example, Captain Wingate who made the original proposal for the levy of the Local Fund Cess made the following proposals for the introduction of compulsory education also—

"The schools (i.e. those established from the proceeds of the Local Fund Cess) should be viewed as specially designed for the education of the agricultural class, which is to provide the funds for their support, and none but the children of cultivators should be admitted to them, except on payment of a fee of not less than two annas per mensem, and unless the accommodation is more than sufficient for the former. The trading classes can afford to provide for the education of their children, and should not be allowed to appropriate what is intended for the agricultural class. Every ryot holding land in his own name, and residing in a village having one of these schools, should be required to send all his sons to school on their attaining the age of six or seven years, and be

required to keep them for at least three years, under penalty of a fine, not exceeding 10 rupees per annum, to be imposed when a child has not attended school for more than 6 months out of the 12, unless good and sufficient reasons can be assigned for his absence, unconnected with poverty or the child being required to tend the cattle or work in the field or at home. Any scheme for educating the agricultural class will, I am satisfied, fail, unless it makes the attendance of the children compulsory on the parents."

This proposal of introducing compulsory primary education in India at a time when it had not yet been introduced even in England naturally raised a storm of protests from almost all the officers to whom it was circulated for opinion. It was argued, for example, that compulsory education was "opposed to every principle of British Jurisprudence"; that the endeavour of Government should be "to lead and not to drive the people"; that a system of rewards specially the system of appointing literate persons to Government services—would secure all the benefits of the proposals without any of its disadvantages; that the agriculturists would not appreciate the advantages of the scheme and would "assuredly look on it as *motee zoolum*"; that "the feelings of the parent as well as the child would be excited against the school", and that any little punishment will be regarded in the light of "regular assault and battery" and that every "excuse will be devised for successful evasion"; that the cultivating classes use the services of their children from the earliest youth and hence any scheme which deprives their parents of their services would not succeed; and so on. But it is interesting to note that, not a single Government Officer suggested that the amount raised by the Local Fund Cess was so small that it could never achieve the purpose in view. In other words, so little of the problem of compulsory education was understood at this time that the educational administrators placed the main responsibility of supporting primary education on the very meagre and inelastic revenue of Local Fund Cess without any misgiving. From one point of view, this was a progressive step because *the main financial responsibility for primary education was now shifted from fees to the Local Fund and from the family to the local community*. But it was also a retrograde measure because it did not guarantee a large-scale assistance from Provincial revenues and because it totally denied the claim of primary education to receive a grant-in-aid from the Central revenues.

10. ✓ There was, therefore, very little progress in primary education between 1870 and 1901. The receipts from the Local Fund Cess depended upon the land, revenue which was revised only once in thirty years. The grants from the Provincial revenues were restricted. They reached the standard of one-third of the total expenditure only by about 1895-96 and were generally much below that level throughout the period under review. The grants from the

Central revenues, as stated above, stopped altogether. The major part of the burden of expansion, therefore, fell on fees and other sources. In 1901-02, for example, the total expenditure on primary education in the State had reached only Rs. 35,09,316 (as against Rs. 12,17,876 in 1870-71). Out of this, the largest contribution was made by "other sources"—Rs. 11,32,062 or 32·3 per cent. of the total expenditure. Fees contributed Rs. 3,71,071 or 10·6 per cent., the Local Fund Cess contributed Rs. 8,27,662 or 23·6 per cent., the municipalities contributed Rs. 3,49,474 or 9·9 per cent. of the total expenditure. Thus all the local assets contributed 76·4 per cent. of the expenditure and grants from Provincial Revenues came to Rs. 8,29,047 or 23·6 per cent. only.✓

11. *The Second Period of Central Grants (1901-1923).*—A way out of the impasse created by this policy to make the local fund cess mainly responsible for primary education was found by Lord Curzon who directed that the financial responsibility for primary education must be assumed very largely by Provincial Governments and the Government of India. This policy, which was first enunciated in the Simla Conference of 1901, was finally stated in the following terms in the Resolution on Educational Policy, 1904:—

✓ "While the need for education grows with the growth of population, the progress towards supplying it is not now so rapid as it was in former years. In 1870-71 there were 16,473 schools with 607,320 scholars; in 1881-82 there were 82,916 with 2,061,544 scholars. But by 1891-92 these had only increased to 97,109 schools with 2,837,607 scholars, and the figures of 1901-02 (98,538 schools with 3,268,726 scholars) suggest that the initial force of expansion is somewhat on the decline; indeed the last year of the century showed a slight decrease as compared with the previous year. For purpose of exact comparison some allowances have to be made for differences in the basis of the statistics, but their broad effect is not altered by these modifications. Nor has the rate of growth of primary schools kept pace with that of secondary schools, in which the number of scholars has considerably more than doubled during the last twenty years. It may be said indeed that the expansion of primary schools has received a check in recent years from the calamities of famine and plague; and it is further impeded by the indifference of the more advanced and ambitious classes to the spread of primary education. These, however, are minor obstacles, which would soon be swept away if the main difficulty of finding the requisite funds for extending primary education could be overcome.

✓ "The expenditure upon primary education does not admit of exact statement, since the cost of the instruction given in the lower classes of secondary schools is not separately shown, nor is the expenditure on the administration and inspection of primary

schools capable of separate calculation. But the direct outlay from public funds upon primary schools stands as follows :—

	1886-87	1891-92	1901-02
	Rs.	Rs.	Rs.
From Provincial Funds ...	16,00,239	13,43,343	16,92,514
From Local and Municipal Funds.	26,07,624	35,86,208	46,10,387
Total ...	42,07,863	49,29,551	63,02,901

X "On a general view of the question the Government of India cannot avoid the conclusion that primary education has hitherto received insufficient attention and an inadequate share of the public funds. They consider that it possesses a strong claim upon the sympathy both of the Supreme Government and of the Local Governments and should be made a leading charge upon Provincial revenues; and that in those provinces where it is in a backward condition its encouragement should be a primary obligation."

X This is a very important decision of policy because it centralized the financial responsibility at all levels from the village to New Delhi and made the education of the masses a charge upon fees, other sources, local fund cess and municipal contributions, and grant from the Provincial and Central Governments. This policy remained in force till 1921 and the progress of primary education was therefore very rapid during this period.

12. The main events of this period were the following :—

Between 1901-1923,

(1) Large non-recurring grants were given to District Local Boards to compensate them for the loss due to plague and famine which affected the State in the last decade of the nineteenth century.

(2) The rate of recurring grant-in-aid was raised from one-third to one-half of the total expenditure on primary education (G. R., E. D., No. 1749 of 29th August 1903|quoted earlier in Chapter X).

(3) A very large number of recurring and non-recurring grants for different purposes were sanctioned to District Local Boards on account of primary education.

(4) Finally, an order was passed in 1912 under which the District Local Boards were required to give 4 pies of the local fund cess to primary education and Government agreed to bear all additional expenditure without expecting any matching contribution.

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13. This decision, ^{was} which is almost equivalent to the sanction of deficit grants ~~now~~ introduced by the Bombay Primary Education Act, 1947, came about in an interesting way. Between 1908 and 1911, Government undertook a scheme to improve remuneration of primary teachers and sanctioned additional grants (equivalent to the entire expenditure involved in the scheme) to District Local Boards on condition that fifty per cent. of the additional cost involved in the proposals should be borne by the Boards at the end of three years. But when the stipulated period of three years was over, Government discovered that most of the District Local Boards had no resources to bear their share of the additional liability. A way out of the difficulty was, therefore, found by G. R., E. D., No. 1248 of 20th May 1912 from which a relevant quotation is given below :—

“The question for the consideration of Government is the final apportionment as between Government and the local bodies concerned of the liability on account of the heavy recurring expenditure embarked upon in the course of the last three years for the general improvement of the pay of teachers in local board and municipal primary schools. In 1908 the Governor-in-Council, in order to avoid delay in effecting this urgently needed reform, decided that for the first three years the entire cost of the scheme should be borne by Government. This was effected by successive special grants in the years 1908, 1909 and 1910 to the Local Boards and Municipalities throughout the Presidency. At the same time it was announced that in the case of each such special grant half of the cost of the scheme would, after the lapse of three years, be transferred to the local bodies by the withdrawal of an equivalent portion of the grant. This contingency, however, it was subsequently decided, was to be subject in every case to consideration with reference both to the ordinary grants already received by the local body and to its financial capacity to assume the liability involved.....

“Now, of the nineteen Boards of the Presidency proper only eight have been reported by the Commissioners to be in a position to do so. So far, then, as the other eleven Boards are concerned, it is clear that the recovery of half the cost of the scheme of increased pay to teachers will have to be foregone and the full grants continued as during the past triennial periods. The question then remains as to the treatment of those Boards which are considered to be in a position to bear the proposed charges. Presumably they are so considered because educational funds show substantial credit balances. But it is open to question whether this is in itself a sufficient reason for discriminating between them and other Boards by imposing on them a heavy burden of recurring expenditure from which the latter are to be exempted and in the original incurring of which, more over, they had no voice. It is to be remembered that a fixed proportion of

the income of the Local Boards is inalienably assigned to educational expenditure. If these particular bodies have not, in the past, been spending to the full this proportion, there are, no doubt, many educational objects to which the resultant balances can now usefully be devoted and the mere presence of the latter does not appear to constitute a sufficient reason for appropriating funds from these bodies to an object of which in the case of every other local body Government are taking upon themselves the entire liability. For these reasons the Government-in-Council is pleased to direct that in the case of all the District Local Boards also the special grants for the improvement of the pay of primary school teachers should be continued in full."

From this time onwards, Government never asked the Local Boards to pay a part of the additional cost involved in schemes for the extension and improvement of primary education. *The idea that Government grant to Local Boards ought to bear a certain percentage to the total expenditure of the Board or its Local assets was definitely given up and hence forward Government willingly paid all the additional cost involved in all the schemes of primary education.*

14. ~~From~~ From 1912, ~~therefore~~, the responsibility of the Local Fund Cess to support primary education in rural areas was restricted to a contribution of one-third of its total proceeds. All the remaining expenditure, excluding the small income that may accrue from fees and other sources, was to be contributed from Provincial and Central Revenues. Obviously this was an ideal financial arrangement and very great progress was expected from it. Unfortunately the out-break of the first World War in 1914 introduced a period of retrenchment in educational expenditure. Moreover, the introduction of Diarchy in 1921 entirely changed the financial relations between the Central and State Governments. Under the Reform Act of 1919, all Central grants were discontinued, and the State Governments themselves were required to make contributions to the Central Government in order to make up the deficit in its budget. The contribution levied from the Government of Bombay was large and it was also deprived of the share which it used to have formerly in the receipts from the income-tax. The finances of the Government of Bombay were, therefore in a very bad condition after the introduction of the Reforms in 1921. Consequently it was not in a position to continue the liberal system of grant-in-aid to District Local Boards on account of primary education which had been introduced in 1912, especially because a large-scale expansion of primary education and the introduction of compulsory education was contemplated. | ✓

15. There is another aspect of this problem that deserves notice. It will have been noticed from the preceding history that the system of proportional grants had been in vogue from 1863 to 1912 in the case of all District Local Boards. As shown in Chapter V, this system of grant-in-aid favours the richer and the more advanced districts because it is they who raise larger local assets and thereby earn larger grants-in-aid. Paragraph 6, of Government Resolution, Home Department, No. 60 of 11th February 1870 (quoted earlier in Chapter X) directs the payments of special grants to poor and backward districts, but no action was ever taken on it and it seems to have been clean forgotten. In 1912, a situation was created, for the first time in history, when a grant-in-aid could be given to a District Local Board without expecting a matching contribution. It was, therefore, possible now to give larger grants to the poorer areas and to bring about an equality of educational opportunity in all districts. But unfortunately no effort seems to have been made to secure this result. In the first place, we do not think that the Department had then grasped the significance of this principle of equality of educational opportunity. There is a letter of the Director of Education on record in which he proposed, as early as in 1905, to give larger grants to poorer districts on the basis of their *needs* instead of *contributions*. But his proposal was overruled in Government Resolution, Education Department, No. 1569 of 25th August 1905 in which Government observed: "The Director of Public Instruction proposes that the allotment of the additional grants to Local Boards should not be made in proportion to their expenditure but should be utilised for rendering help to those Boards which are unable financially to do more to supply their educational deficiencies. His Excellency the Governor-in-Council is of opinion that the principle that grants-in-aid to local bodies should bear some proportion to local provision is a very important one and should be adhered to as a general rule; but when funds are available additional aid may properly be given to the poorer Local Boards". But this proposal was never renewed after 1912, nor was any effort made to give additional grants to the needy districts. In fact, the actual events of the period show that things went entirely in the opposite direction. In a system of deficits grants of this type, the vocal, advanced and aggressive areas always get an advantage over those that are really needy and backward and this period did not prove an exception to this general rule. Besides, the officials are usually inclined to spend money in areas where it can be spent easily—in practice, this really means the advanced and less needy areas only and even this traditional tendency helped the richer Districts alone. Consequently, the inequalities of educational development that had already been created in the different districts of the State between 1863 and 1912 were increased still further between 1912 and 1923 and a replanning of the system of grant-in-aid on an entirely new basis was called for if the different parts of the State were to march forward with a less unequal step than in the past.

16. *The Bombay Primary Education, Act, 1923.*—It was this situation which the Bombay Primary Education Act, 1923, was called upon to improve. Unfortunately, the concept of equality of educational opportunity was not so well known at that time as it is to-day, and framers of this Act were not even aware of the fact that the then existing system of grant-in-aid to the District Local Boards had created great inequalities. No step was, therefore, taken to remedy this evil and all attention was concentrated on only one aspect of the problem—to reduce the financial burden on Government by the reintroduction of the system of proportional grants which had been abandoned in 1912. A number of proposals were discussed from this point of view and it was finally decided that the State grant-in-aid to District School Boards (which were created under this Act for the first time) should be equal to the actual amount of grant-in-aid given to the district in the year before the transfer of control (this was technically known as Datum-grant) plus two-thirds of all expenditure in excess of that incurred in the year before the transfer of control (this was technically known as Datum-expenditure). This was, therefore, a combined formula based on a *fixed block grant* calculated on the expenditure incurred in a given year and a *proportional grant* on all increase in expenditure after that year.

17. It is easy to see that this basis of grant-in-aid was sure to lead to still greater inequalities. This would be clear if we compare East Khandesh, which is a rich district, and West Khandesh, which is a poor district. The control of primary education was transferred to the School Boards in both these districts in 1924-25. The Datum-expenditure (i.e., total expenditure in 1923-24) in the East Khandesh District was Rs. 6,53,652 while that in the West Khandesh it was only Rs. 2,96,730. Consequently the Datum-line grant (i.e., the fixed block grant) to the East Khandesh District was Rs. 5,67,944 while that to the West Khandesh District was only Rs. 2,50,403. The East Khandesh District thus had a large initial advantage over the West Khandesh District. Secondly, as primary education was already advanced in the East Khandesh District, the *additional* expenditure required to introduce universal education in that district was comparatively smaller than that required for the West Khandesh District where little progress had been achieved till 1924-25. Consequently, the contribution which East Khandesh was required to pay from its own resources on account of all expansion beyond 1924-25 was smaller than that of its poorer neighbour. In short, this basis of grant-in-aid actually gave both an *initial* and a *continuing* advantage to the richer and more advanced districts over those which were poorer and more backward.

28. It is interesting to note that this aspect of the problem was brought out in the Council Debates on the bill which later became the Bombay Primary Education Act, 1923. Dr. (Now Sir) R. P. Paranjape, who was the then Education Minister, met this

objection by saying that the grants provided in the Act were the *minimum* grants, that Government would keep the suggestion in view and give larger grants to the poorer districts. His actual words on the subject deserve a quotation. He said :

"It is only in very rare instances, Sir, that a legal financial liability has been undertaken by Government by means of sections of a statute, and in order to allay the fears of the public and of this Council that the Government might later on come and say that they will not give any money, we have put this legal liability on Government, and the Compulsory Education Committee and Government understand that *legal liability does not mean the maximum liability. It means the minimum liability below which Government cannot go.* The Compulsory Education Committee have said, and Government quite agree with it, that in certain cases—in the case of very poor districts—it may be necessary to increase the scale of grant, and Government accept that position. For example, in the case of very poor districts with a very large population but very small income, especially from local fund cess, they will not be able to meet all the liability—the one-third liability"*.

But unfortunately both the criticism of the proposed system of grant-in-aid as well as the assurances given by the Minister in charge were forgotten when the Rules under the Act came to be framed and no provision was made for additional grants to the poorer and more backward areas.

19. *Developments of Grant-in-aid to District School Boards (1924-47).*—This system of grants-in-aid introduced by the Bombay Primary Education Act, 1923, was in force from 1924-1947 and its working in practice was even more unhappy than its position in theory. Its history during this period can be divided into two parts: *↳ has been described in Chapter 5.*

(a) history under Dyarchy from 1924 to 1937 and (b) history under Provincial Autonomy from 1937 to 1947. With regard to the first of these periods, however, it is not necessary to go into all the problems involved and it would be enough if we discuss the three main evils that grew up, namely :—(a) reduction in the Datum-grants under certain circumstances ; (b) refusal to "approve" a large amount of expenditure legitimately incurred by the District School Boards ; and (c) imposition of emergency cuts even on approved expenditure.

20. *Reduction in Datum-grants.*—There was a good deal of criticism in the Legislative Council on the financial provisions of the Bombay Primary Education Act, 1923. Government was charged

* Bombay Legislative Council Debates, 1922, p. 1156.

that it was trying to reduce its existing expenditure on primary education and transferring its legitimate responsibility in this field to the local bodies. In reply to this charge, the Education Minister made a categorical statement in the Council that the existing grants to the District Local Boards shall not be reduced. He said :

“At the present moment, taking the Presidency as a whole, for primary education, the Local Boards spend only about 12 per cent and the Government spends 88 per cent. This Bill proposes that the grant to Local Boards will be two-thirds. If then we ask the Local Bodies to change their contribution to 33½ per cent, all the new resources which are to be given to them according to the Local Boards Act would be eaten up in finding the remaining 21 per cent. What is intended in fact is this, *that the present grants that are being given to the District Local Boards are not to be reduced* and the scales of two-thirds will be applied to the new expenditure that will have to be incurred in the expansion of education on an optional basis and the introduction of compulsory education*”.

But when the Primary Education Rules were actually framed, a provision was made under which even the *Datum-grants* could be reduced under certain circumstances. When a protest was raised on this issue, the final reply was that the speech of a Minister was not the law on the subject. This is the second instance we are quoting in which assurances given in the speeches of the Education Minister on the floor of the Council were not kept up in the Act and the Rules that came to be ultimately framed. It is these and other instances of this type that have led to the common demand, which was supported by the Kale Committee as early as in 1939, that all grants-in-aid to local bodies should be statutory.

21. *Non-approval of Legitimate Expenditure.*—In Chapter X, we have already shown how a good deal of legitimate expenditure incurred by the Municipalities was not ‘approved for the purpose of Government grant’ during this period on some technical ground or other. Every word of what has been said there is equally applicable to the District School Boards also. It is, therefore, not necessary to repeat any of these earlier arguments here and our purpose would be served if we state that legitimate expenditure of several lakhs of rupees was disallowed every year during the audits of the District School Boards.

22. *The Emergency Cuts.*—Much as one would like to condemn the action of Government in not “approving” large amounts of legitimate expenditure, it was not so bad as the imposition of emergency cuts on the grants at two-thirds of the approved expenditure. Even if Government had paid all the amount due under the

**Ibid.*

rules, viz., Datum-grant plus two-thirds of all the approved additional expenditure, the progress of primary education would have been considerable. But owing to financial stringency Government imposed emergency cuts even on the grant so payable. The following table shows the extent of these cuts :—

Year.	Emergency cut imposed on the amount of grant due to Local Boards.
1931-32 ...	5 per cent.
1932-33 ...	19½ per cent.
1933-34 ...	12 per cent.
1934-35 ...	12 per cent.
1935-36 ...	11 per cent.
1936-37 ...	8 per cent.
1937-38 ...	8 per cent.

These cuts* crippled the resources available for primary education to a very great extent and gave a great set-back to expansion.

23. The cumulative effect of all these policies can be stated very briefly. Between 1921-22 and 1937-38, the District School Boards increased their contribution by Rs. 7.25 lakhs. On the principle that Government was to share two-thirds of all additional expenditure, the increase in Government grants ought to have been Rs. 14.5 lakhs ! but it actually increased by Rs. 8.5 lakhs only. In fairness to the State Government of this period, it must be stated that this was a period of post-war retrenchment (1924-28) and of the world economic depression (1929-37). But even after making due allowance for the difficulties created by these factors, we cannot help feeling that a more liberal and juster policy should have been adopted.

24. We shall now turn to the *history of this grant-in-aid under Provincial Autonomy (1937-47)*. When a popular Ministry came to power in 1937, the difficult situation described above improved to some extent because a more liberal policy of approving expenditure for the purpose of Government grant was adopted and the emergency cuts were abolished. Consequently, the local bodies obtained larger grants-in-aid than in the past and could go ahead with some programmes of expansion and improvement. It must be admitted, however, that the attention of Government was not drawn at this time to the financial aspects of the Primary Education Act of 1923. Consequently, the amending Act of 1938 merely concentrated its efforts on improving the administration of primary education and the basis of grant-in-aid provided by the Act of 1923 continued to be in force till 1947.

*These were imposed on authorized municipalities also. But as these bodies had elastic resources of their own, not much harm was done.

25. The problem was first taken up for a detailed examination by the State Board of Primary Education in 1940. It submitted an exhaustive Report to Government on the financial relations between Government and local bodies on account of primary education and, after pointing out all the deficiencies of the system, it proposed a new basis of grant-in-aid to the District School Boards under which the grants from State revenues were to consist of three parts : (1) a fixed block grant based on the population of the District ; (2) a proportional grant based on the local resources raised ; and (3) a special grant to be given to the poorer and more backward areas. Shri D. N. Desai (who later on became the Education Minister of the State) was a member of this Board and he wrote a Minute of dissent in which he advocated the view that the contribution to be given by the District Local Boards for the purposes of primary education should be fixed on some *ad hoc* basis and that all additional expenditure required to realize the goal of universal compulsory and free primary education should be provided for from the State revenues. The popular Government was out of office by the time this Report was submitted and, therefore, no action was taken thereon until the popular Ministry came back to power in 1946. Government then accepted the view recommended by Shri D. N. Desai and it was incorporated in the provisions of the Bombay Primary Education Act, 1947.

26. Before turning to the next period, it is necessary to point out that, between 1921 and 1947, the Central grants for primary education had ceased to exist. This was a great loss and even before the period was over, views began to be put forward that they should be re-established as early as possible.

27. *Grants-in-aid to District School Boards under the Bombay Primary Education Act, 1947.*—Section 41(1) of the Bombay Primary Education Act, 1947, provides that each District Local Board shall pay over annually to the District School Board, for the purposes of primary education, such portion of its income from the Local Fund Cess as the State Government may, from time to time, determine. Under the orders issued in this respect, every District Local Board is now required to levy the Local Fund Cess at a minimum rate of 36 pies on every rupee of land revenue and to allocate 15 pies of the same for the purpose of primary education. All additional expenditure required is to be provided for from the State revenues and the grant-in-aid to every District School Board is to be equal to the deficit in its budget which requires the approval of the State Government [*vide* section 42 (3) of the Act]. In other words, the system of grant-in-aid adopted by the Bombay Primary Education Act, 1947, is almost the same as that which was in force between 1912 and 1924. ✓

28. It is also necessary to note that Central grants for Primary education have been re-established under the First and the Second Five-Year Plans. As stated above the demand for these grants had started much earlier, but constitutional difficulties came in the way of their reintroduction. These were removed with the attainment of Independence in 1947 and under the new Constitution which was adopted in 1950, it was made a responsibility of the Central Government to give grants-in-aid to State Governments for all developmental purposes, including that of primary education for which a special provision was incorporated in Article 45. Grants-in-aid actually began to flow in with the First Five-Year Plan. Under the existing orders, grant-in-aid from Central revenues is given to approved schemes of expansion and improvement of primary education at 50 per cent. of the estimated or actual expenditure in respect of ordinary schemes and at 60 per cent. of the estimated or actual expenditure in respect of schemes for the development of Basic Education. The grants are, however, limited to the period of each plan. At the end of the Plan period, the expenditure involved in the scheme is treated as committed expenditure and the grant-in-aid thereon is withdrawn. It can, however, be substituted by other grants for new schemes of expansion and development included in the next plan. Recently, the Centre has also sanctioned certain grants-in-aid on a hundred per cent. basis on the understanding, however, that the entire expenditure would be taken over by the State at the end of the Second Five Year Plan.

29. If these principles of Central grant-in-aid are compared with those which were in force between 1833-70 or 1901-21 the following differences become noticeable :

(1) Between 1833 and 1870, all expenditure on primary education required the sanction of the Central Government and the State revenues did not exist at all. The local funds were, therefore, in direct relationship with the Central revenues for purpose of grant-in-aid.

(2) Between 1901 and 1921, the Central Government sanctioned a grant-in-aid to the State Governments which, in their turn, sanctioned grant-in-aid to the local bodies—a practice which obtains at present.

(3) Between 1901 and 1921, there were no definite principles on which Central grants were sanctioned to the State Governments. This was a period of financial inflation and consequently there were large surplus in the budgets of the Central Government. A part of these surpluses was distributed to the State Governments from time to time for specified purposes.

As compared to these conditions, the existing system of grant-in-aid from Central revenues to the State Governments shows a considerable improvement. It has, however, several deficiencies which we shall discuss in detail in a later Chapter of this Report.*.

30. *Defects of the existing system of Grant-in-Aid to District School Boards.*—As compared with the earlier years, the existing system of grant-in-aid to the District School Boards is probably the best evolved so far. It should not, however, be supposed to be free from all deficiencies. Its principle advantage is that it centralizes the financial responsibility for primary education at all levels—from the village to New Delhi—and it requires every level to make some contribution for primary education, however small. Primary education, therefore, is now financed by five different sources, namely, fees, other sources, local funds, State revenues and Central revenues. The major defect of the present system, however, is that it places too little an emphasis on the local funds and does not provide any incentive to the local community to increase its effort for primary education. It is to be remembered that the significance of the contribution of local bodies for primary education is not only financial and that its importance is not to be measured in rupees only. Such contributions have an educational significance also because they show the extent to which the local community has realized the importance of education and is prepared to make sacrifices for it. It is, therefore, a very important principle of the administration of primary education that the contribution of the local communities should be measured, not in financial terms, but in its educational implications on the attitudes of the local community. This important aspect of the problem is entirely lost sight of in the present basis. Secondly, it violates another principle of good financial administration because it gives the authority to incur expenditure to one body and places the residuary financial responsibility to balance the budget upon another. Consequently, the system does not provide any incentive either for economy or for prudent expenditure. The experience of the last ten year shows that the District School Boards do not show the least little interest in increasing local revenues. They are opposed to the levy of fees because the raising of local funds through this source only means a reduction in the grant-in-aid from State revenues. They are not interested in raising the rate of the local fund cess. They do not even take adequate measures to collect the contributions of non-authorised municipalities and sometimes, even the contribution of the District Local Board itself is not collected in time, because the money required for day-to-day expenditure is always provided by the State. They have also no interest in economy and all the while they are trying to spend as much as possible and to inflate their budgets as largely as possible. It has now become a common trick to inflate expenditures and to under-

*The Central grants for primary education have been discussed here for convenience only. They relate to rural as well as urban areas.

estimate receipts so that several District School Boards have accumulated large cash balances at the cost of the State revenues. It is, therefore, high time to take stock of the whole situation and to introduce a new system of grant-in-aid to the District School Boards.

31. ✓ *Historical Evolution of the Financial Arrangements for Primary Education in the Rural Areas of Vidarbha (1862-1883).*—The area out of which Central Provinces grew up later on was originally known as Sagar and Narbada territories and it was included in the North Western Province of Agra in 1843. Mr. Thamason, the well-known Governor of the Province who introduced the first local fund cess in India, had a very detailed inquiry made into the State of education in this area and found it extremely backward. He, therefore, put up a proposal for organisation of education which may almost be described as an early edition of the Vidya-Mandir Scheme. "He proposed to endow a school in every village of a certain size. For its maintenance from 5 to 10 acres of land were to be set aside, and it was supposed that the school master, besides receiving proceeds of this endowment, would receive fees in kind and money from his pupils"* . This scheme was not sanctioned by the Court of Directors who, however, ultimately agreed to the imposition of local fund cess of one per cent. of land revenue. This was increased to two per cent. a little later.

32. In 1853, the kingdom of Raghoji Bhosla who died without a son was annexed by the British Government. This area, known as the Nagpur-Districts, was governed separately till 1862 when it was merged with the Sagar and Narbada territories and a new Province, called Central Provinces, was created. To this, the Hyderabad Assigned Districts were also joined and the new area came to be known, first as the Central Provinces and Berar, and then as Madhya Pradesh.

33. ✓ In the Nagpur Districts as well as in Berar (which are the main areas that have been merged in the Vidarbha of today) educational development started only after the creation of the Education Department of Central Provinces in 1862. As stated already, the local fund cess had been imposed in the Sagar and Narbada Territories when they formed part of the North-Western Province of Agra. This was extended to the Nagpur districts in 1862-63 and to Berar in 1868. Until 1882, however, no attempt was made to associate local bodies with the administration of this cess. The officer of Government administered all the funds assigned for primary education which consisted of (1) grants sanctioned by the Central or State Government. (2) the proceeds of the local fund cess, (3) the Municipal contributions which began after 1867, and

* Report of the Indian Education Commission, p. 21.

(4) fees and other sources which included donations and contributions. The question of grants-in-aid to local bodies on account of primary education did not, therefore, arise at all in the Central Provinces and Berar during this period. The Indian Education Commission, 1882, reported that the total expenditure on primary education in the Central Province in 1881-82 was Rs. 3,60,123 of which Rs. 1,44,650 came from the State revenues, Rs. 1,54,680 came from local fund cess or municipal contributions, Rs. 21,902 came from fees and Rs. 38,891 came from other sources. In the same year, the total expenditure on primary education in Berar was Rs. 2,39,742 of which Rs. 1,25,000 came from the State revenues, Rs. 87,841 came from local fund cess or municipal contributions, Rs. 25,927 from fees and Rs. 974 from other sources.)~

34. In 1883, the District Councils were created and the administration of primary education was transferred to their control. The grants-in-aid to local bodies on account of primary education in this area may, therefore, be said to have begun in 1883 only. Unfortunately, no definite principles were evolved in the Central Provinces and Berar for payment of grant-in-aid to District Councils. Consequently, the contribution from State revenues to the expenditure incurred by a District Council on primary education became, in practice, a block grant whose amount depended on a number of arbitrary and accidental factors such as (a) availability of funds in the budget of the State Government, (b) the attitude of the Officer sanctioning the grant-in-aid, (c) the enthusiasm of the District Council, (d) the extent to which primary education had progressed in the District concerned and (e) the personal influence of the Chairman of the Council. Even as late as 1915, therefore, J. A. Richey reported that "there was no recognised system for the award of grants to District Councils (or District Boards as they are called in Berar)"*.

35. In 1915, for the first time, an attempt was made to lay down definite principles for sanctioning grants-in-aid to local bodies on account of primary education in rural areas. It was then decided that the total amount available for distribution to District Councils on account of primary education should be divided into two equal parts. One half of it was to be assigned for improvement of existing schools in order to raise them to a certain minimum standard (to be prescribed by Government) in regard to the pay and number of teachers. The District Councils were asked to prepare estimates of expenditure required for this purpose, and the amount available was then distributed among them in proportion to these estimates. The other half of the amount available was to be given for the expansion of primary education and was to be distributed to the District

* J. A. Richey: Grants-in-aid to Schools in British India, page 96.

Councils in proportion to the total number of boys of school-going age for whom no school provision was available. *Prima facie*, these were good principles. But in practice, no large progress was achieved under them, the main difficulty in this respect being the shortage of funds available from the State revenues. Consequently, the grants to the District Councils on account of primary education continued to be block grants as in the past. They were revised only very infrequently and whatever the basis adopted at the time of the each revision may have been, it became obsolete so quickly that these grants, which came to be known as grants for voluntary education, could not be explained on any rational principle whatsoever even within a few years of the revision. Even as late as in 1952, the Janapad Enquiry Committee said that "there is no basis for the grant for voluntary primary education. It is a block grant and is one of the most important grants under this head. It is an old grant and forms a very large portion of the amount given for any single item.....The grant is not fixed on any principle. The criticism levelled against the present system of grant under this head is that it ignores local needs and hinders the progress of social services in the backward areas and elsewhere also does not provide for expansion properly."

36. The new District Councils that came in after the Local Self-Government Act, 1920, were democratic and closer to the people. They, therefore, took bold measures for increasing the funds available for primary education by the imposition of the local fund cess at a higher rate and by exploiting the other sources of taxation given to them under the Act. Secondly, the introduction of Diarchy in 1921 and the transfer of education to Indian control was followed by larger grants from the State revenues. The same trend was increased still further when Provincial Autonomy was introduced in 1937. Between 1921 and 1948, therefore, larger funds were made available for primary education than in the past. But in spite of these increases, it has to be noted, that the Government of Central Provinces and Berar did not accept the modern view that the financial responsibility for primary education must be placed, not on local funds, but on State revenues. Consequently, the position in Vidarbha, even as late as in 1949-50, was no better than that in the area of the old Bombay State in 1903 and the grants-in-aid to local bodies still continued to have the upper limit of 50 per cent. of the approved expenditure. For instance, in 1949-50, the total expenditure on rural primary schools in Madhya Pradesh was Rs. 93,31,834 and the grant-in-aid from State revenues stood at 47 per cent. only. This low grant-in-aid would have created a crisis but for three factors (1) low salaries of teachers, (2) the short duration of the primary course and (3) limited extent of expansion. The creation of Janapadas, however, improved the situation to some extent, partly because they brought additional resources of their own and partly because of the improvement in the grant-aid from

State revenues. In 1951-52, for instance, the total expenditure on primary education under the Janapadas was Rs. 1,12,74,084 and the grant-in-aid from State revenues stood at 66 per cent. ✓

37. Unfortunately, even during this period, the State Government did not consider it necessary to define specific principles of grants-in-aid to local bodies on account of primary education in rural areas. It continued the old grant for voluntary education on the same *ad hoc* basis and revised it from time to time as additional funds became available. Its major contribution, however, was to institute several supplementary grants for specific purposes. The number of these grants was large, and although the amount of each grant was not very considerable, they added substantially, when taken together, to the total amount of funds available for primary education. But even in respect of grants for specific purposes—there is nothing intrinsically wrong with the principle of grants for specific purposes which serves a very useful purpose in certain situations—no attempt was made to deal with the problem in a comprehensive manner. Each difficulty was tackled, as it arose, in a piece-meal fashion and some *ad hoc* solution based on expediency was adopted on every occasion. Consequently, the complexity of the system grew very immensely. For example, even as late as in 1952, the Janapad Enquiry Committee pointed out that there were as many as fourteen different grants to Janapads for primary education. They were—

- (i) Grant for voluntary primary education ;
- (ii) Grant for compulsory primary education ;
- (iii) Grant for raising the minimum basic pay to Rs. 30 per month ;
- (iv) Grant for compensatory cost of living allowance (subsidies towards the payment of compensatory cost of living to teachers) ;
- (v) Grant for girls' primary schools ;
- (vi) Grants for aboriginal schools ;
- (vii) and (viii) Grant for village public and village circulating libraries ;
- (ix) Grants for agricultural classes ;
- (x) Grants for adult schools ;
- (xi) Grants for continuation classes ;
- (xii) Grants for secondary education ;
- (xiii) Grants for new primary schools ; and
- (xiv) Grants to Sanskrit Pathshalas.

38. The procedure laid down for administration of these grants was generally complicated and, in some instances, it almost became as elaborate and as mysterious as a ritual. For instance the grant

for Dearness Allowance was given in four different categories and involved extremely complicated calculations so that there was a general demand before the Janapad Enquiry Committee that the procedure prescribed for all grants in general and this grant in particular should be simplified. As the Committee observed :

"The number of grants given for educational purposes are too numerous and the principles followed are also too many. In the case of voluntary grant, there is no principle, while in the case of other grants, different sets of rules which are complicated and difficult in practical working are being observed. A number of long and difficult statements have to be submitted before qualifying for grants. This imposes a great strain on the office of the Janapada Sabhas and generally results in delaying the receipts of grant considerably. We feel that instead of too many grants, it would be better if only two grants are made under this head-one for primary education and the other for other purposes. It is admitted it is not easy to suggest a uniform policy for all Janapada Sabhas as the state of development, financial resources and needs of various Janapada Sabhas for this service of great national importance vary considerably"*

39. The Report of the Janapada Enquiry Committee was considered by Government and in 1953, the grants to Janapada Sabhas were revised. The rate of local fund cess also was raised to 30 pies on every rupee of land revenue and it was further decided that the grant from State Revenues to the Janapada Sabhas on account of primary education would ordinarily be equal to 75 per cent. of the approved expenditure on primary education. In backward areas, it was to be increased to even 90 per cent. The complicated procedures for payment of grants, however, still continue to dominate the scene to a considerable extent.

40. It appears from the papers supplied to us by the Officer on Special Duty, Nagpur, that the Ex-Madhya Pradesh Government sanctioned a grant to the Janapad Sabhas at 75 per cent of the estimated expenditure for 1955-56, both for Voluntary and Compulsory education and three Janapada Sabhas from Chanda District (along with some others no longer in the Bombay State) were given grants at 90 per cent of their expenditure for the year 1956-57. These orders also state that the grants are calculated on the basis of Rs. 30 as the minimum pay of a primary teacher and a flat rate of Rs. 200 per year per school for contingent expenditure on rent, furniture, repairs to buildings, pupils' library, medical inspection, stationery, money order commission and games. The payment of the grants is also subject to the following conditions :—

(i) The Janapada Sabhas should introduce a regular time-scale of pay, not being less than Rs. 30-1-50 for primary school teachers ;

* Report of the Janapad Enquiry Committee, page 47.

(ii) The payment of salaries and dearness allowance to the teaching staff should be regular;

(iii) The payment of the dearness allowance to the teachers should be regulated in accordance with the existing orders of Government;

(iv) the statement of annual income and expenditure should be submitted by the Janapada Sabha to the District Inspector of schools concerned;

(v) Any unspent balance of the grant in one year would be recovered from the grant payable to the Janapada Sabha for the subsequent year;

(vi) The children of Janapada Sabha school teachers should receive free primary education within their jurisdiction; and

(vii) Special attention should be given to the schools in the scheduled areas transferred to the Janapada Sabhas for management.

41. If the position described in the preceding paragraph is compared with the existing position in the area of the old Bombay State, it would be found that the local bodies in Vidarbha have to bear a much larger financial load. Even today, most of the Janapadas in Vidarbha have to bear 25 per cent. of the total expenditure on primary education within their areas while in Bombay, the District Local Boards contribute only about 5 per cent. of the total expenditure on primary education. Even as far back as 1923, they contributed only 12 per cent. of the total expenditure. Obviously, the results of the comparatively heavier financial burden that is thrown on the Janapada Sabhas are very unhappy, especially because they lead to lower salaries for teachers and to a lower level of educational development. The problems of primary education in Vidarbha cannot, therefore, be solved unless the Bombay pattern of grant-in-aid on account of primary education in rural areas is extended to Vidarbha also.* In fact, the process has already started. The Government of Bombay has recently given the same dearness allowance to primary teachers in Vidarbha as is already available to those in the area of the old Bombay State. All the additional expenditure involved in this scheme had to be given as a grant-in-aid on a hundred per cent. basis. As almost all the resources of the Janapadas are already booked the same story will repeat itself on every occasion and willy-nilly, the Government of Bombay would soon be driven to a position where about 95 per cent. of the total expenditure on primary education in rural areas would have to be provided by it. It would, therefore, be better to face the issue boldly and to extend the Bombay system of grant-in-aid to Vidarbha as soon as possible.

42. *Other Areas.*—In so far as *Marathwada* and *Kutch* are concerned, all primary education is directly administered by the State Government and the question of grant-in-aid, therefore, does not arise. In *Saurashtra* the Bombay pattern of grant-in-aid to District School Boards has been adopted and its working also is very recent. No special comments are, therefore, called for in this respect.

43. *Proposals for Reform.*—It is obvious from the preceding historical survey that the grant-in-aid system that now prevails in the area of the old Bombay State is the best, inspite of all its deficiencies. *We therefore, recommend that this system of grant-in-aid, with certain modifications that we shall propose in the paragraphs that follow, should be extended to the area of the State as a whole.*

Our proposals for reform in the existing system of grant-in-aid to District School Boards are very similar to those which we have made in Chapter X in the case of authorized municipalities. Since the underlying principles are common, we shall not repeat here all the detailed arguments that we have advanced in Chapter X, but shall only refer, where necessary, to the relevant portions of that Chapter. A reader who has followed our thesis in Chapter X, therefore, will not find it difficult to follow the comparatively briefer exposition of the problem in this Chapter.

44. *Types of Grants.*—We propose that, in future, the grant-in-aid payable to the District School Boards should consist of three parts :

(a) A grant-in-aid, assessed and payable on a hundred per cent. basis, on the expenditure incurred during the preceding year on the sanctioned staff of primary teachers (this will not include special teachers) and on the grant-in-aid paid to private primary schools in the area subject to the control of the District School Boards ;

(b) A capitation grant on the average attendance of pupils enrolled in all recognised primary schools, public or private within the area subject to the jurisdiction of the District School Boards (excluding area included within the limits of the non-authorized municipalities) ; and

(c) A special grant to be given on account of poverty and backwardness to districts needing such help.

We would have been very happy to recommend a single general purpose grant to the District School Boards also. But we regret that, owing to the complexity of the situation, a simpler solution is not possible.

We shall first discuss the grants described in (a) and (b) above. The grant described in (c) above will be discussed later.

45. *The basic ideas and procedures underlying the proposals contained in paragraphs 44(a) and 44(b) are the following :—*

(a) The District School Boards will be required to obtain the sanction of Government for one item only i.e., the number of posts of primary teachers to be appointed in its schools. With this single restriction on the authority of the District School Boards, a large part of their total expenditure can be effectively controlled without creating any difficulties in the day-to-day administration.

(b) The second item in the expenditure of the District School Boards which is easy to control is the grant-in-aid paid to private primary schools.

(c) Each District School Board should be required to maintain its accounts in such a way that it would be readily possible to determine the exact expenditure incurred on these two items.

(d) On the net expenditure incurred on items (a) and (b) together the expression "net expenditure" being defined to mean the difference between the actual expenditure and the recoveries due to excess payment etc., pointed out by the auditors — the State Government should pay a grant-in-aid on a hundred per cent. basis. This expenditure forms the bulk of the total expenditure on primary education—about 85 to 90 per cent. and as it is fully controlled by Government, there would be no difficulties in determining and paying the grant-in-aid.

(e) The remaining expenditure is comparatively small only about 10 to 15 per cent. of the total and it is spread over innumerable items. According to the existing position, the District School Boards bear about one-third to one-half of this expenditure and the rest comes from the State revenues. The audit of this part of the expenditure becomes extremely complicated and it is here that the detailed control of Government becomes most irritating. As in the case of the authorized municipalities, therefore, we propose that all authority in respect of this expenditure (i.e. all expenditure on items other than salaries, allowances etc. of the primary teachers and the payment of grants-in-aid to private primary schools) should be vested in the District School Boards and that the Government grant-in-aid on this account should be restricted to a flat-rate capitation grant per pupil in average attendance in all the primary schools both public and private, in the area subject to the jurisdiction of the District School Board (excluding the limits of the non-authorized municipalities).

46. If this procedure is adopted, the authority to sanction their budgets can be readily given to the District School Boards because in respect of all this expenditure, the liability of Government is limited and the residuary financial responsibility rests on the

District School Boards. Secondly, this system will give an incentive to the District School Boards to raise local resources and to economise in expenditure, wherever possible, because all the benefits of the local resources raised, or the economy made, would remain with them. Thirdly, all the detailed restrictions that are now placed on the authority of the District School Boards in respect of expenditure on primary education would be removed and, subject to the rule that the prior approval of Government is necessary for the schedule of staff of primary teachers, all authority to incur expenditure on their primary schools would be vested in the District School Boards. It is easy to see that this system over comes all the defects that have been pointed out in the working of the existing system of grant-in-aid. We might state in passing that a system similar to this is working satisfactorily in New Zealand.

47. *Transformation to the New Pattern*:—How to make the transition from the present system to the new pattern of grant-in-aid proposed by us is the next question. Our suggestions in this respect are as follows:—

(a) The year 1958-59 should be regarded as the last year under the old system and the new pattern should come into force everywhere from 1959-60.

(b) The total expenditure of a District School Board in 1958-59 should then be divided into two parts:—(1) Salaries and allowances of teachers and grant-in-aid to private primary schools and (2) all other expenditure.

(c) Each District School Board has four main sources of income—Local Fund Cess, fees contributions of non-authorized municipalities and other sources. Of these, the contributions of the non-authorized municipalities will disappear automatically in the light of the proposals made in Chapter XI. We have also clarified our stand on the question of fees in paragraphs 51-54 of Chapter X. This is a local source of revenue and it should be the exclusive discretion of the District School Board to levy or not to levy fees. Government should not abolish fees. If the Boards want to continue them, they should be free to do so, subject to the restrictions proposed by us in paragraph 51 of Chapter X. In the alternative, they may decide to sacrifice the revenue and abolish fees. The matter should be left for them and in so far as the new basis of grant-in-aid is concerned, income from fees should be excluded from the calculations. The same remarks are also applicable to the income from other sources. We, therefore, recommend that in fixing the rate of capitation grant, the income from the local fund cess only should be taken into consideration.

(d) The rate of capitation grant should be worked out as follows :—

(i) First calculate the 'other expenditure' as defined in (b) above, for 1958-59. In the alternative an average of the last three years may be taken.

(ii) Then the receipts from the local Fund Cess also, should be taken as the average for the last three years. An alternative basis would be to take the demand only into consideration irrespective of the collections from year to year.

(iii) Then the average attendance of children in all primary schools—both public and private—should be calculated for 1958-59. Here also, an average of the last 3 to 5 years would be better. For obvious reasons, the children attending primary schools within the limits of authorized municipalities should be excluded.

(iv) Then the rate of capitation grant would be given by the formula.

Rate of Capitation Grant = Average of other expenditure minus the receipts from the local fund cess :—Average attendance of children in all primary schools (public and private) excluding those within the limit of authorized municipalities.

This should be increased to the nearest ten naya paisa for convenience of future calculations.

(e) The grant for 1959-60 would then be as follows :—

(i) A grant of one hundred per cent. on all expenditure incurred on the sanctioned staff of primary teachers and the grant-in-aid to private primary schools in the area of the District School Board ;

(ii) A capitation grant of the rate fixed under (d) *multiplied* by the average attendance of all pupils in public and private schools within the area of the Board but excluding these within the limits of non-authorized municipalities during 1958-59 ; and

(iii) A special grant for poor and backward areas, if any. The principles on which this grant is to be given would be discussed later.

48. *Application to Poona District.*—We shall illustrate the procedure suggested above with reference to the District School Board, Poona :—

	Rs.
1. Total expenditure of the District School Board admitted against the Primary Education Fund in 1956-57.	45,49,736

	Rs.
2. Of the expenditure given in (1) above :—	
(1) All expenditure incurred in connection with the sanctioned staff of primary teachers (exclusive of recoveries, etc., pointed out in the audit).	37,85,973
(2) All expenditure on grant-in-aid to private primary schools (less recoveries, etc.) ...	1,32,321
Total of (1) and (2) ...	39,18,294
(3) All other expenditure	6,31,442
Grant Total of (1), (2) and (3) ...	45,49,736
3. Average annual income from the Local Fund Cess.	4,31,462
From 1955-56 to 1956-57	
4. Income from fees in 1956-57 (excluding that raised in areas of non-authorized municipalities).	55,343
5. Income from other sources (excluding the contributions of non-authorized municipalities as well as the income from "other sources" in the areas of non-authorized municipalities) in 1956-57	27,676
6. Average attendance of children in all primary schools—public and private—excluding those in the areas of non-authorized municipalities in 1956-57.	97,986
7. Rate of capitation grant, i.e., all other expenditure [Item 2 (3) above] <i>minus</i> average annual income from the local fund cess (Item 3 above) divided by average attendance of children in all schools—public and private—excluding those in the areas of non-authorized municipalities (Item 6). (This should be increased to the nearest ten naya paisa).	2.04 nP. i.e. 2.10
8. Grant-in-aid to the District School Board for 1957-58 :—	
(a) A grant at hundred per cent. on expenditure shown above under item 2(1) and 2 (2) ...	39,18,294
(b) Capitation grant, i.e., rate of capitation grant (Item 7) <i>multiplied</i> by average attendance of children in all primary schools—public and private—excluding those in the areas of non-authorized municipalities in 1956-57 (Item 6). ...	2,05,770
Total of (a) and (b) ...	41,24,064
9. Grant-in-aid actually sanctioned, as per existing rules in 1956-57	40,42,800

49. *Financial Relief to the District School Boards.*—If the proposals made above are accepted, all the District School Boards will have some financial relief when they begin to operate the new scheme. The additional funds which they would now have will include the following :—

(1) Increase due to the rounding off of the capitation grant to the nearest ten naya Paise.

(2) All income from fees, if they decide to continue them.

(3) All income from other sources ; and

(4) Savings due to the fact that the post of Assistant Administrative Officers, Office-Superintendents, Head-Clerk and Accountant would be taken over in Government service.

The financial liability of Government would, therefore, increase only to the extent of this relief to the Boards. We have already proposed some relief to the authorized municipalities by approving all their expenditure. We believe that a similar relief is necessary to the District School Boards also. It is always good to begin new schemes with some increase in grant-in-aid. We have, however, an open mind on the last item mentioned above. This saving may be adjusted against "all other expenditure" [item 2(3) in paragraph 48 above] if Government so desire.

50. *Existing Balances.*—Owing to the working of the existing system of grant-in-aid, almost all the District School Boards have piled up huge balances as the following statement will show :—

Name of the District School Board.	Opening Balance on 1st April 1958.
1	2
	Rs. nP.
1. Poona	16,72,948·49
2. North Satara	6,39,713·00
3. Sholapur	6,68,622·16
4. Ahmednagar	4,08,484·70
5. East Khandesh	9,04,231·68
6. West Khandesh	5,25,555·41
7. Thana	6,99,579·00
8. Kolaba	8,11,550·00
9. Ratnagiri	8,70,308·94
10. Nasik	6,46,171·76
11. Kolhapur	8,57,898·09
12. South Satara	6,77,038·02

Name of the District School Board.	Opening Balance on 1st April 1958.
1	2
	Rs. nP.
13. Ahmedabad	4,67,258·00
14. Kaira	6,52,149·29
15. Broach	4,40,448·00
16. Surat	5,91,459·90
17. Panchmahals	6,50,000·00
18. Baroda	4,75,914·20
19. Amreli	1,44,057·38
20. Mehsana	7,76,310·19
21. Banaskantha	4,40,000·00
22. Sabarkantha	2,36,883·34
23. Dangs.	Not established yet.

Under the existing arrangements the District School Boards cannot spend these balances without obtaining the sanction of the Government. This is a very healthy restriction and we feel that it is necessary to continue it. In the new set-up of Grant-in-Aid recommended by us, the District School Boards would be given the authority to sanction their own budgets. It was, therefore, argued before us that there is a possibility that some of the District School Boards may thoughtlessly fritter away these balances. We agree that there is some force in this contention and recommend that a directive should be issued under Section 54 of the Bombay Primary Education Act, 1947, to the effect that (a) the accumulated balances of the District School Boards as on 1st April 1959 shall be earmarked for the construction of Primary School Buildings and (b) that they shall not be spent without prior approval of Director of Education.

51. *Contributions of Non-authorized Municipalities.*—As proposed by us in Chapter XI, the levy of contributions from non-authorized municipalities by the District School Boards will cease from 1959-60 when the new system will come into force. One important question arises here: What is to happen to the unrecovered contribution till the end of 1958-59?

We have given a very careful consideration to this problem and make the following proposals:—

- (1) No arrears of contributions should be written off. This is morally wrong because it penalises the law-abiding municipality which has paid its contribution regularly and gives a reward to the defaulting municipality.

(2) If the assessment of the contributions is heavy, they should be reassessed.

(3) If the total amount of contributions in arrears is very heavy, suitable instalments may be given.

(4) It would be desirable if Government gives an advance to each non-authorized municipality equal to the amount of contribution in arrears and clears up the account of contributions till the end of 1958-59 within the year 1959-60 itself. Government may then recover its own advance in suitable instalments.

52. *Some other Details.*—The following recommendations made by us with reference to the authorized municipalities will also apply to the District School Boards, *mutatis mutandis* :—

Chapter and Paragraph.	Subject.	Application to District School Boards.
1	2	3
X. 45	.. Appointment of a Special Officer for Grant-in-aid	The same Officer will do the work of refixing grant-in-aid of the District School Boards also.
X. 46	.. Objectives of Audit...	Objective (a) would apply as it is. Regarding objective (b), the auditors will have to see that the share of the Local Fund Cess is collected in full regularly. Objectives (c) and (d) will apply as they are.
X. 48	.. New account procedures and forms.	These will have to be separately prepared for the District School Boards.
X. 49	.. Sanctioning of additional teachers.	The new and simplified procedure to sanction additional teachers for the District School Boards should be the same as for authorized municipalities and described by us in Chapter X, paragraph 49. We only suggest that the proposal for additional teachers for rural areas should be made separately and should also be sanctioned separately by the Legislature. Teachers sanctioned for rural areas should not be transferred to urban areas.
X. 50	.. Rate of Capitation Grant.	We are suggesting the grading of districts—as we did in the case of municipalities—into four groups. The problem would be discussed in detail in Chapter XXI. The rates of the capitation grant should be the same for all districts in the same group. This rate also should be periodically revised.
X. 51	.. Fees	The principles laid down by us in paragraph 51 of Chapter X, should be applied to the District School Boards also.

53. *The Future Budget of a District School Board.*—What would be the finances of a District School Board in the new set-up proposed by us? A tentative picture is not difficult to draw and it may be said that the principal items of income and expenditure of a District School Board under the new arrangements would be as follows :—

Receipts.

A. Government Grants—

- (i) Grant for all expenditure connected with primary teachers ;
- (ii) Grant on account of the grant-in-aid given to recognised private primary schools ; and
- (iii) Capitation grant.

B. Receipts from the Local Fund Cess.

C. Special grants to be given by Government for construction of buildings for primary schools.

D. Other miscellaneous income—

(We have excluded the income from fees because it would be divided between the Village and Taluka School Committees).

Expenditure.

A. Establishment charges (aided)—

All charges on account of primary teachers.

B. Establishment charges (unaided)—

- (1) All charges on account of the clerical staff of the District School Board and of the Taluka School Committees ;
- (2) All charges on account of Class IV Servants in the office of the District School Board ;
- (3) All charges on account of special teachers ; and
- (4) All charges on account of the engineering establishment maintained.

C. All expenditure connected with the administration such as Travelling Allowance to members, Printing and Stationery, postage, rent of buildings, etc.

D. Grants-in-aid—

Grants paid to recognised private primary schools.

E. Grants-in-aid to Taluka School Committees—

- (1) A portion of the capitation grant received from Government and transferred to the Taluka School Committees according to rules.
- (2) Grants paid to Taluka School Committees for Primary School Buildings and other purposes.

A few explanatory comments on the more important items of income and expenditure are given in the paragraphs that follow.

54. *Building Grants from Government.*—All items on the receipt side have already been discussed except the special grants from State revenues on account of the construction of primary school buildings. As stated earlier, we are discussing the problem of primary school buildings in a later Chapter wherein we are proposing the abolition of the District Primary School Building Committees and the transfer of their functions to the District School Boards. As we look at the problem, the District School Board will exercise powers and perform duties in respect of this function as shown below :—

(1) It will maintain the necessary staff of an Engineer and some assistants to prepare plans and estimates for construction of new buildings and for special repairs. Service of this staff would be made available to Taluka School Committees whenever necessary.

(2) The actual construction of school buildings as well as the execution of special repairs would be a responsibility of the Taluka School Committees. The only exception to this general principle would be the buildings of the Central Schools and other buildings whose execution may be entrusted to the District School Boards on the request of Taluka School Committees. They would, however, be required to submit their proposals to the District School Board for approval in all cases in which they expect a grant-in-aid from the Board. Even when the Taluka Committee is prepared to execute the work at its own cost, the approval of the District School Board should be required for all original works costing more than Rs. 10,000 and for all special repairs costing more than Rs. 5,000.

(3) It will supervise the construction of new buildings and the execution of current and special repairs by the Taluka and Village School Committees and will be responsible to satisfy the Board that the buildings of the primary schools are being maintained in a good condition.

(4) It would sanction grants from its own funds to the Taluka School Committees in accordance with the rules framed for this purpose.

We also propose that the loans and grants which are now being sanctioned by Government through the District Primary School Building Committees should, in future, be sanctioned direct to the District School Boards.

55. *Establishment Charges.*—On the expenditure side, the major item of expenditure is naturally the establishment charges. According to our proposals, all the administrative staff consisting of the Administrative Officer, Assistant Administrative Officers, Head-master-cum-Supervisor, Office-Superintendent, Head-Clerk and the

Accountant would be the servants of Government and their salaries would be paid directly from the State revenues. The question of incurring any expenditure on account of these officers does not, therefore, arise. Similarly, all charges on account of primary teachers are to be paid by Government on a hundred per cent. basis. This item of expenditure, therefore, would be balanced by a corresponding grant on the receipt side. The District School Board would, therefore, be required to bear only the charges in connection with (a) clerical staff, (b) special teachers, (c) engineering establishment and (d) peons and other inferior servants. Regarding the first three categories, we propose that all this staff shall be under the control of District School Board and shall be deemed to be its servants. It shall also be subject to all the rules and regulations of the Staff Selection Committee and Appellate Tribunal. It is, therefore, natural that all this establishment should be paid for by the District School Board. Of course, this does not alter our earlier recommendation that certain powers of supervision and control over this staff should be delegated by the District School Board to the Assistant Administrative Officers and Taluka School Committees. Only the peons and other class IV servants in their offices or schools will be appointed, paid for, and controlled by the Taluka School Committees.

With regard to the engineering establishment, we feel that it would be absolutely necessary for every District School Board to maintain at least one Engineer of the status of a Deputy Engineer of the Public Works Department and to place him in charge of all works connected with the construction and maintenance of primary school buildings in the District. He should be given the necessary staff and expenditure on all this establishment should be so controlled that it does not ordinarily exceed $7\frac{1}{2}$ per cent. of the total expenditure in the District on the construction and maintenance of buildings.

56. *Grant-in-aid to Taluka School Committees.*—We also visualise that the District School Boards would give grants-in-aid to Taluka School Committees. The capitation grant is primarily intended for expenditure on accommodation and equipment of primary schools. As this responsibility has now been mostly transferred to the Taluka School Committees, we propose that 75 per cent of the capitation grant received by the District School Boards should be distributed to the Taluka School Committees on the same basis, i.e. on the average attendance of pupils in all primary schools—public and private—within the limits of the taluka but excluding those within the limits of municipalities.

Secondly, the District School Board is also expected to give grants-in-aid to Taluka School Committees for the construction of primary school buildings and other non-recurring purposes.

57. *Special grants on account of poverty and backwardness.*—We have also recommended in paragraph 44 above that special grants should be given to certain districts on account of poverty and backwardness. The principles on which these grants should be given, will be discussed later in Chapter XXI.

58. *Financial Arrangements for Primary Education at the Taluka level.*—We shall now turn to the discussion of financial arrangements that we propose for the support of primary education at the Taluka level. The principal items of income and expenditure of Taluka School Committees would be the following :—

Receipts.

Expenditure.

A. Grants from the District School Board— A. Establishment Charges—

(1) 75 per cent. of the Capital Grant sanctioned by Government.

(2) Special grants for buildings and other purposes.

B. Receipts from the Local Fund Cess.

C. Fifty per cent. of the income from fees collected in all the public primary schools in the Taluka.

D. Other miscellaneous income

(1) All charges on account of Class IV servants in the office of the Taluka School Committee.

(2) All charges on account of peons and other Class IV servants appointed in the primary schools.

B. All expenditure connected with the administration such as Travelling Allowance to members and staff, Printing and Stationery, Postage, Rents of Office Building, etc.

C. Direct expenditure to be incurred by the Taluka School Committees on—

(1) Special repairs to primary school buildings ;

(2) Supply of equipment to primary schools (other than that which would be supplied by the Village Schools Committees); and

(3) Construction of buildings for primary schools ;

(4) Central Schools ;

(5) Education of girls ;

(6) Institution of scholarships and prizes.

Receipts.

Expenditure.

D. Grants-in-aid to Villages School Committee—

- (1) Proportional grants given on the basis of voluntary collections; and
- (2) Supplementary grants.

A few explanatory comments on the above items of income and expenditure are given below.

59. *Receipts from the Local Fund Cess.*—We propose that the local fund cess which is now levied at a minimum rate of three Annas on every rupee of the land revenue in the area of the old Bombay State should be increased to four Annas and that the proceeds from the additional cess of one anna should be made available to each Taluka School Committee for expenditure on primary education. In our tour in the State, we discussed this problem with almost all the witnesses that appeared before us. Some of them opposed it on the ground that there should be no additional burden of taxation on the agriculturists, some supported it on educational as well as economic grounds. Some suggested that the levy of this additional cess should be left to the discretion of the Taluka School Committees; and a fairly large number of persons agreed with the proposal made above. We feel that additional resources from every source have to be raised to support the programme for the expansion and improvement of primary education that is visualised by the Government of India at present; that it would cause no hardship whatsoever to increase the local fund cess from three Annas to four annas in a rupee; and that the levy of this additional cess would be a very welcome measure for the development of primary education. We also feel that if the Taluka Committees are constituted as we have suggested above and if the people are given an assurance that the revenue raised from these sources would be earmarked for the development of primary education in the Taluka in which it is raised, there would hardly be any opposition to this levy. Even if the option to raise this additional cess is given to the Taluka School Committees, we feel quite sure that most of them would impose it within a short time. This would, however, involve some loss of time and, as the things stand at present, every minute is precious. We, therefore, feel, that no time should be wasted in introducing this healthy reform and recommend that the local fund cess should be raised from a minimum of three annas to a minimum of four annas simultaneously in all parts of the State.

60. It was pointed out to us in Vidarbha that such a recommendation would cause additional hardship to the agriculturists in that area. The Village Panchayats in Vidarbha have the authority to

levy a cess at 6 pies on every rupee of land revenue. The Janapadas in Vidarbha levy the cess at 30 pies on a rupee of land revenue. It must be remembered, therefore, that in spite of the lower rate of cess levied by the Janapadas, the total burden on the agriculturists in Vidarbha is the same as that in Bombay, viz., 36 pies in every rupee of land revenue. It was, therefore, argued that the local fund cess in Vidarbha should be raised only to $3\frac{1}{2}$ annas on a rupee of land revenue. We cannot accept this view. Steps are already being taken by Government to have a common Panchayats Law for the State as a whole. Under this Act, a certain percentage of land revenue itself will be given to the Village Panchayats as grant-in-aid and they would not have any authority to raise the cess on the land revenue. When this law is introduced in Vidarbha area also, all differences that now exist in this respect would disappear, and there would, therefore, be no need to make any distinction between Vidarbha and the areas of the old Bombay State in this regard.

61. In Saurashtra and Kutch, another type of argument was brought forward. We were told that the incidence of land revenue is very high in these parts and that it has to be reduced very considerably in order to bring it on a par with that in the area of the old Bombay State. We were also informed that, when the Government of Saurashtra introduced the local fund cess of three annas in that area, the amount of the cess was not added to the existing amount of land revenue, but that it was adjusted within the existing amount itself, by the process of reducing the amount of land revenue to the extent to which the local fund cess was to be paid. It was, therefore, argued that if the amount of the local fund cess was to be raised to four annas, the same method may be adopted on this occasion also. We think that this is not a matter on which we are competent to express an opinion. If the incidence of land revenue is high in Saurashtra and needs to be reduced the necessary steps may be taken in that behalf by Government. If Government feels that the additional anna of the local fund cess proposed by us should be adjusted within the existing demand of the land revenue, it may do so. We are, only concerned with the educational aspect of the problem and our needs would be satisfied if an amount equivalent to the levy of one anna cess on land revenue is made available annually to every Taluka School Committee in Saurashtra.

62. In Kutch, the same arguments as in Saurashtra were repeated. In addition, we were told that the local fund cess is now being levied at the rate of one anna only and that it would be a very great hardship to increase it to four annas all at once. This is again a problem on which it is difficult for us to pronounce an opinion; but we suggest that it may be examined by Government on merits and some adjustment that may be necessary in view of the local conditions in Kutch may be made. We would, however, like

to insist that right from the beginning, the District School Board in Kutch should be given resources equivalent to the levy of a cess of 15 pies and that the Taluka School Committees must be given resources equal to the levy of a cess of one anna. If it is not possible to impose this cess all at once, a grant-in-aid of the same amount may be made by Government as transitional measure until the levy of the cess becomes possible.

63. *Fees*.—We have already made it clear that it would be for the District School Board to decide whether to levy or not to levy fees in Classes V to VII and also to decide rates at which they would be levied. We have indicated the minimum concessions that will have to be given if fees are levied and additional concessions may be provided by the District School Boards in their discretion. Whenever fees are levied, however, the income from them should be divided between the Taluka and Village School Committees on a fifty-fifty basis.

64. Regarding the other items on the receipt side, no comments are necessary. The grants from the District School Boards have already been described and explained earlier in paragraph 57. The other miscellaneous expenditure would be a minor item and need not be discussed.

65. *Direct expenditure by Taluka School Committees*.—Coming to the side of expenditure, no comments are necessary on the items regarding establishment charges and office expenditure. The most important item on this side, therefore, is the direct expenditure to be incurred by Taluka School Committees :—

(a) The first responsibility of the Taluka School Committee is to provide new buildings of primary schools and to carry out special repairs. For this purpose it will take the help of the Village School Committees wherever possible and necessary. In the construction of new buildings, standard type plans would ordinarily be adopted and special plans may be prepared in particular cases, if necessary. For such works, as well as for special repairs, the assistance of the engineering staff maintained by the District School Board would always be available to the Taluka School Committees. They would have the authority to sanction the construction of any new buildings the cost of which does not exceed Rs. 10,000 or the execution of any work of special repairs the cost of which does not exceed Rs. 5,000. The approval of the District School Board would be necessary for all the works involving larger expenditure. When grants-in-aid are expected from the District School Board, the proposals will naturally have to be submitted to it for approval.

(b) The second major responsibility of the Taluka School Committee is to provide minimum as well as the major equipment required for primary schools. This problem has already been discussed in detail in Chapter XIV.

(c) One of the most important activities of the Taluka School Committees would be the development of *central schools*. We are discussing this problem in detail in Chapter XVI. It would, however, be necessary to state here that, in our opinion, the first and the most important step to be taken now to improve the standard of primary education in rural areas is to develop the central schools. They need good buildings, good equipment, particularly for Craft and Science, land for school-farms and school play-grounds. We consider that the development of all central schools into first rate educational institutions should be the primary responsibility of the Taluka School Committees.

(d) The fourth direct responsibility of the Taluka School Committees is the encouragement of the education of girls. This problem also will be discussed in detail in a later Chapter. It would, however, be necessary to state here that more than 70 per cent. of the boys in the age group of 6-11 are already at school and that it is mostly the girls of this age-group that have remained outside the schools at present. Even in the age group of 11-14, the disparity between the enrolment of boys, and that of girls is much greater than in the age-group of 6-11. As we look to the problem, the main function of the local bodies during the third Five Year Plan would be to spread education amongst girls and we would, therefore, like to place the responsibility for this very important duty directly on the Taluka School Committees. Of course, these committees would naturally be assisted by all the Village School Committees in this task.

(e) The fifth direct responsibility of the Taluka School Committees is the institution of scholarships and prizes. It is necessary to encourage intelligent children from rural areas who cannot, on financial grounds, prosecute their studies beyond Class IV. At present, Government conducts a Middle-School Scholarship Examination at the level of Class IV and gives a few scholarships on merits. We feel that this system should be discontinued and the funds now spent for the purpose should be transferred to the Taluka School Committees as a grant-in-aid through the District School Boards. The Committees themselves should then be asked to hold, with the assistance of the officers of the Department, a competitive examination at the end of Class IV to which only children from rural areas should be allowed to appear. Moreover, the children of parents whose monthly income exceeds Rs. 100 per month should not be allowed to appear at this examination. A fairly large number of scholarships should be awarded on the basis of this examination. The additional funds required for this purpose should be provided by the Taluka School Committees from their own revenues.

66. *Grants-in-aid to Village School Committees.*—The next important item in the expenditure of the Taluka School Committee would be to give grants-in-aid to the Village School Committees.

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These grants would be of two types—proportional and supplementary. The object of the first type of grant would be to encourage voluntary contributions by Village School Committees and it would, therefore, be given at a certain percentage of the voluntary contributions raised locally. The procedure that the Taluka School Committee should ordinarily follow in giving this grant-in-aid would be as under :—

(1) Information should be collected from all the Village School Committees regarding the voluntary contributions collected by them during the preceding year ;

(2) The voluntary contributions collected locally would be divided into three groups :—

(i) Contributions collected in villages with a population of more than 5,000 ;

(ii) Contributions collected in villages with a population between 1,000 and 5,000 ; and

(iii) Contributions collected in villages with a population less than, 1,000.

(3) The amount available with the Taluka School Committee for giving grant-in-aid to the Village School Committees under this head should be divided between the three groups on some suitable basis and then distributed to individual Village School Committee in proportion to the amount raised by them locally. The rates of these grants-in-aid would naturally vary from year to year on the basis of the funds available with the Taluka School Committee and the amount raised locally by the Village School Committees. They would also vary according to the group of the villages, the largest rate of grant-in-aid being given to villages with a population of less than 1,000, and the lowest to those whose population is more than, 5,000.

67. The second type of grant-in-aid would be known as the *supplementary grant*. The fundamental principle which we have assumed, and which would be discussed in detail a little later, is that every Village School Committee would be responsible for providing and maintaining a building and a play-ground for the local school (this implies that, if a building or playground is hired for the local school, the committee would be responsible for the payment of the rent) and for its contingent expenditure. We also expect that this expenditure would ordinarily be made up by the contribution of the Village Panchayat and the income from fees. If it is found that the income from both these sources is not equal to meet this expenditure in any particular village, the Taluka School Committee should give it a supplementary grant and make up the deficit.

68. *Financial arrangements at the Village level.*—We shall now turn to the discussion of the financial arrangements to be made for the support of primary education at the village level. The principle items of income and expenditure of the Village School Committees would be the following :—

Receipts.	Expenditure.
A. <i>Grants from the Taluka School Committee :—</i>	A. <i>Obligatory recurring expenditure on the local school or schools—</i>
(1) Proportional grants.	(1) Rent of school buildings, if any.
(2) Supplementary grants.	(2) Current repairs of school buildings owned by the District School Boards.
B. Contribution of the Village Panchayat.	(3) Contingent expenditure of the school on such principles as may be laid down from time to time by the District School Board.
C. Voluntary contributions raised from the public including the sums earned by the staff and students of the school through curricular or extra-curricular activities.	B. <i>Expenditure on provision of welfare activities to children attending the local school or schools—</i>
D. Fifty percentage of the income from fees in the local school or schools.	(1) Provision of drinking water, soap for bath and washing clothes, tooth powder for cleaning teeth, combs, simple medicines for common diseases like scabbies and such other requirements of personal cleanliness and hygiene ;
E. All income from school farm or school craft after the share of the students fixed according to rules had been paid.	(2) Maintenance of the school garden ;
F. Other miscellaneous income.	(3) The provision of free supply of books, slates and other educational equipment for poor children ;
	(4) Provision of clothes ;
	(5) Provision of dry boarding for students, wherever necessary ;

Réceipts.

Expenditure.

- (6) Conduct of a hostel for students, wherever necessary ;
- (7) Provision of mid-day meals ;
- (8) Arrangements of excursions, educational trips, school and community functions, etc.
- (9) Award of prizes to deserving students on merits.

A few explanatory comments on the above items of income and expenditure are given below :

69. *The Contribution from the Village Panchayat.*—On the income side of the budget of a Village School Committee, the grants from the Taluka School Committee would play an important role. These, however, have been discussed already. We, therefore, turn to the consideration of the next important sources of income, viz., the contribution of the Village Panchayat. At present, the Village Panchayat is not expected to make any contribution for the local school. We think that this is wrong in principle. There is no difference between a municipality and a Village Panchayat in the sense that both are local Governments for their communities and we believe that both of them should be intimately associated with their local schools. It is true that the resources of the Village Panchayats are smallest but this difficulty can be easily overcome by prescribing a similar rate of contribution, or by reducing the responsibility of the Village School Committee, or by providing a *larger grant-in-aid* or by any suitable combination of one or more of these methods. We, therefore, propose that every Village Panchayat should be required to make a minimum statutory contribution for the support of the local primary school or schools, just as the municipalities are being compelled to support the primary schools within their areas. The rate of contribution, however, should be smaller. We suggest that it should be two per cent. for all Village Panchayats whose total annual income (exclusive of Government grant) is less than Rs. 5,000. It should be three per cent. for those whose income (exclusive of Government grants) is more than Rs. 5,000 but less than Rs. 10,000 and four per cent. in all other cases.

70. *The Voluntary Local Contributions.*—We also recommend that every Village School Committee should be encouraged to collect voluntary contributions and donations from the local public.

A system of this type has existed in France since 1849 and it is now a national programme of great importance in the sense that every school maintains a "School Chest" which consists of private subscriptions, gifts, bequests, contribution of books, clothing and food etc. and Government gives a proportional grant-in-aid on the basis of the collections made in each school.

Coming nearer home we find that a *shall fund* of this type has been started by the District School Board of Surat since 1936-37. Amounts for this fund are collected by the Head-master on such occasions as marriages, births in the local rich families or when the child of a well-to-do parent is admitted to the school. They are also collected on the occasion of religious festivals, national holidays or during weeks like Gandhi Jayanti. Every school is provided with a printed receipt book and a receipt is issued for every amount donated to the fund. The annual collections vary from Rs. 5 to Rs. 250 per school and the total collections in the District are more than Rs. 10,000 every year. The amount of this fund is used for several school purposes such as (1) educational conferences, (2) sports and competitions, (3) excursions of pupils, (4) purchase of tools or plants for the school garden, (5) provision of educational magazines and daily or weekly newspapers, and (6) purchase of equipment such as clock, photographs of national leaders, apparatus of physical education, etc.

The Bhise Committee made a very strong recommendation that this system of school funds should be adopted throughout the State. It said :

"Another way in which the rural public can be made to take interest in the local school is to start the institution of the "School Chest" (*caisse d'école*) which is reported to have been very well conducted in France. Under this scheme, every school maintains a chest to which the local public makes voluntary contributions. In order to encourage such contributions, Government makes a definite grant-in-aid to every school chest at a fixed proportion of the total amount collected locally. The whole amount, including the Government grant-in-aid is placed at the disposal of the local School Committee for expenditure in connection with the school. It is usually utilised for such items as providing the school with equipment, managing the school garden, taking the children out for excursion, providing extra-curricular activities, providing free meals to poor children, etc. Such an institution deserves to be encouraged in our rural areas. We, therefore, recommended that—

- (a) The scheme of the School Chest should be adopted forthwith ;
- (b) Every Village School Committee should be authorized to collect money for the local school ;

(c) A certain percentage of the produce of the pupils in the local school should also be earmarked for local expenses and handed over the school Chest; and

(d) The whole amount thus collected should be available for expenditure in connection with certain specified items connected with local School."*

71. These good recommendations of the Bhise Committee have not unfortunately been accepted by Government as yet. *We, therefore, recommend very strongly that these proposals should now be accepted without delay.* In this connection, our attention was invited to certain interesting ways in which the local people have contributed to the support of their primary schools. For example, in the Kaira District, we found that the Charter Education Society has started a system of accepting trust funds for the educational development in villages. The people of several villages have come forward to take advantage of this scheme and the Society now has 138 public trusts of this type under its control. The amounts of these trusts vary from Rs. 250 to Rs. 51,000 and the total amount of funds at the disposal of the society now exceeds Rs. 2,25,618†. We see no reason why such response should not come in other districts also if proper measures are taken to evoke it. Similarly, we came across a very interesting piece of work done in the village of Khiroda in the East Khandesh district. Here the staff and the students of the school carried out *safai* work in the village and earned about Rs. 1,400 by the sale of manure which they prepared. They have utilised this amount for the purchase of a radio and some other costly articles of equipment which would not have been supplied by the District School Board. We feel that this is also a very good example which may be copied elsewhere. We are discussing this problem of the extra-curricular activities of the village schools in a later Chapter. It would, however, be enough to state here that the staff and the students of primary schools should be encouraged to collect funds for the local school, either by way of donations and contributions, or through their own curricular and extra-curricular activities. The amounts thus collected should be credited into the fund of the school and be held eligible for grant-in-aid from the Taluka School Committees.

72. *Fees.*—As we have stated earlier in paragraph 63, fifty per cent. of the income from the fees in the local school should be at the disposal of the village school committee for expenses in connections with the improvement of the school.

73. *Other income.*—Similarly, we also propose that all earnings of a school from the school-farm or the school craft, after payment

* Para 67.

† "It is understood during the year 1957-58 a total of Rs. 6,743 was spent from the amount of interest for purposes specified in the trust."

has been made to the pupils in accordance with rules, should also be credited into the School Fund and should be available for expenditure on the local school.

74. *Obligatory expenditure.*—Coming now to the expenditure side, we propose that every Village School Committee should be under an obligation to provide all the amount required for the current repairs of the local school (if the building is owned by the District School Board) and for its contingent expenditure fixed on such principles as will be laid down from time to time by the District School Board. If the local school does not have a building of its own and if a building is to be hired, the rent of the building also should be an obligatory responsibility of the Village School Committee. We think that this expenditure would ordinarily be met from two sources—contribution of the Village Panchayat and fifty per cent. of the income from fees in the local schools. But it may be that, in several cases, it would not be possible to meet this expenditure from these two sources. In such cases, we have already proposed (paragraph 67) that the deficit on this account should be made good by the Taluka School Committee through a grant-in-aid.

75. *Expenditure on cultural and welfare activities.*—The second responsibility of the Village School Committee is to provide funds for the cultural and welfare activities of the students attending the local school. A list of some of these activities has already been given above in paragraph 68 and other activities may be taken up by the committees in their discretion. We would, however, like to emphasize one point in this respect. All the expenditure on account of such activities should be met from (a) voluntary contributions collected by the Village School Committee (including the sums earned by the staff and the students of the school through curricular or extra-curricular activities), (b) all income from the school-farm or school craft, (c) other miscellaneous income of the School Committee and (d) proportional grants received from the Taluka School Committees. The extent of the cultural and welfare activities organised in any school will, therefore, depend very largely upon the local enthusiasm created for the purpose. We feel that it should be a special responsibility of the staff of the school and of the officers of the District School Board and the Education Department to see that an adequate response is forthcoming for this purpose in every village.

76. *School Funds.*—The District School Boards already maintain a Primary Education Fund of their own. Similarly, it will be necessary for the Taluka School Committees to maintain Taluka Primary Education Funds and finally, the Village School Committees also will have to maintain School Funds of their own. The officers of Government would audit the Primary Education Fund

at the District and Taluka levels. But arrangements for the audit of the funds of Village School Committees will have to be made by the District School Board through its own agency. We suggest that this should be one of the important functions assigned to the unified agency for administration, inspection and enforcement of compulsory attendance whose creation has been recommended in Chapter XVI.

77. *Financial Implications.*—We have tried to work out the grants-in-aid that would be payable to the District School Boards in the area of the old Bombay State in accordance with the new formula proposed by us. The latest statistics available were those of 1956-57. On the basis of these statistics, we find that our proposals will involve an additional expenditure to Government as shown below :—

Item.	Amount.
	Rs.
(1) Additional grant due to the rounding off of capitation grant to the nearest 10 nP.	63,000
(2) Amount of additional grant payable on account of the fact that the income from fees has not been taken into consideration while fixing the rate of capitation grant	16,23,000
(3) Additional liability on account of the fact that the income from other sources has not been taken into account while fixing the rate of capitation grant	9,57,000
(4) Additional financial liability on account of the fact that the District School Boards will not get the contributions of non-authorized municipalities in future	21,54,000
	<hr/> 47,97,000 <hr/>
(5) Savings on account of the transfer of certain responsibilities to non-authorized municipalities as recommended in Chapter XI	10,90,000
(6) Net additional financial liability on account of the proposals involved in this Chapter	<hr/> 37,07,000 <hr/>

Out of this additional financial liability of about Rs. 37 lakhs, an amount of Rs. 11 lakhs is due entirely to the contributions of non-authorized municipalities. As we have explained in Chapter XI, this loss is inevitable because the existing contributions of non-authorized municipalities would have to be reduced by 50 per cent. in the near future on grounds which are not connected with our Report in any way. It would, therefore, be correct to say that the additional financial liability involved in the proposals made by us is only Rs. 27 lakhs—about Rs. 16 lakhs on account of fees and and Rs. 11 lakhs on account of other expenditure. We see no way to reduce this expenditure and recommend that it should be provided by Government.

The only point that we would like to urge in this connection is that the financial liability of Government on account of grants-in-aid to District School Boards is increasing every year, even under the existing procedure. Our considered opinion is that this additional financial liability of Rs. 27 lakhs will be incurred by Government even under the existing rules in a year or two. The proposals made by us, therefore, do not increase future financial liability of Government in any way and that simplify the existing procedures to a very great extent. We, therefore, recommend that our proposals should be adopted as early as possible.

When the grants-in-aid proposed by us in the area of the old Bombay State are extended to Vidarbha, there would be considerable additional expenditure to Government. We have been informed that this expenditure would be about Rs. 24,50,000. As against this there would be a saving of Rs. 11,00,000 on account of receipts from the Local Fund Cess.

In Marathwada there would be no additional financial liability involved. Here all the expenditure on account of primary education is already being incurred by Government. The District Local Boards do not pay any contributions. Consequently, when our proposals are extended to Marathwada, the District School Boards will have an additional income at the rate of 15 pies of the Local Fund Cess and this would be a saving of Government. (This is estimated at Rs. 12 lakhs). The position in Kutch will be the same as in Marathwada (saving estimated at Rs. 1.14 lakhs).

If the area of the State as a whole is taken, we feel that the additional financial liability involved on account of the proposals made in this Chapter would be about Rs. 27 lakhs.

CHAPTER XVI.

SUPERVISION AND INSPECTION.

In Chapters VI-XV, we dealt with the problems of the administration of primary education which, as we visualise it, would be entrusted to the local bodies. We now turn to the discussion of the related problem of Supervision and Inspection by the State Government on which the responsibility for the provision of primary education ultimately rests.

2. One of the most important controversies in the history of primary education in the State of Bombay has centred round the issue of the mutual relationship between Administration and Inspection. Should these functions be separated or combined is the first issue; if they are to be combined, there is a still further controversy as to whether they should be combined under the local bodies or under the Education Department; and if they are to be divided, the mode of their division between the local bodies and the Department is yet another subject of dispute. It is, therefore, necessary to describe briefly the historical development of this problem before we can take a decision on it.

3. *Historical Survey of the problem in the area of the old Bombay State.*—In so far as the area of the old Bombay State is concerned, a historical survey shows that, at various periods, all possible permutations and combinations of these two functions have been tried. The earliest period which extended from 1826 to 1884 was naturally one of combination. Even at this early period, as shown already the local bodies did exist—the municipalities began to be established soon after 1850 and the Taluka and District Committees for rural primary education were created in 1863. But the administration and inspection of all primary schools both urban and rural—was combined in the single agency of the Education Department. In 1884, the municipalities were entrusted with several powers over the administration of primary education and inspection of municipal schools was reserved for officers of Government. A separation of these powers thus began in urban areas; but in so far as the rural areas were concerned, the control of primary schools vested in the District Local Boards was generally exercised in practice in financial matters only and the day-to-day administration and inspection of rural primary schools continued to vest in a single agency, viz., Deputy Educational Inspectors and their assistants. This arrangement was in force till 1923.

4. The Bombay Primary Education Act, 1923, was a bold measure under which almost all powers over primary education were transferred to the District Local Boards and Authorized Municipalities.

But even under this revolutionary change, the administration and inspection of primary schools continued to be united in a single agency, viz. the newly created Administrative Officer of the School Board and the 'supervisors' who assisted him. The earlier agency which administered and supervised the primary schools almost disappeared from the scene; the posts of Deputy Educational Inspectors were held in abeyance; and the Assistant Deputy Educational Inspectors were transferred to the School Boards as 'supervisors', and Government satisfied itself by maintaining one or two Inspecting Offices in each District. This arrangement continued in force until the Bombay Primary Education (Amendment) Act, 1938, was passed. It is claimed that the combination of the administrative and inspecting functions in the District School Boards did not work smoothly and that it was not in the best interests of primary education. This is factually true and the defect is obviously due to the weakness of the position of the Administrative Officer under the Primary Education Act, 1923, and to the failure of Government to retain any effective control for itself. It would, therefore, be wrong to conclude from this brief experiment, as some administrators do that the proposal to unite the administrative and inspecting functions in one agency is theoretically unsound.

5. The separation of the administration of primary schools from their inspection was again introduced (for the first time in so far as rural areas are concerned and for the second time in respect of urban areas) by the Bombay Primary Education (Amendment) Act, 1938. Prior to 1923, almost all the authority over primary education vested in Government, while under the Primary Education Act of 1923, almost all the authority over it came to be vested in the School Boards. The second of these positions was considered no longer tenable and it was not possible to go back to the first because of the opposition by local bodies. The Bombay Primary Education Act, 1938, therefore, worked out a compromise under which the control of primary education was divided between Government and local bodies by separating the inspection of primary schools from their administration. The latter was left with the School Boards with the important proviso that the Administrative Officer would be a servant of the State Government with independent powers in the matter of controlling primary teachers and the former was taken over by Government. The posts of the Deputy Educational Inspectors were revived, and the supervisors working under the Administrative Officers were retransferred to Government as Assistant Deputy Educational Inspectors.

6. It must be remembered that, even at this time, the separation of administration from inspection was not advocated on the ground that these functions should not be combined in one agency. The supporters of the Act had no objection to the abolition of the Boards

and to the combination of both these duties in a single Government agency. The only arguments advanced in support of the measures were, therefore, two (a) the School Boards will not function properly unless inspection is taken over by Government, and (b) Government must have wide powers of control, including that of inspection, because it provides the largest part of the expenditure on primary education.

7. Unfortunately, this new arrangement did not work satisfactorily. When the Bombay Primary Education (Amendment) Act, 1938, was passed it was hoped that the separation of administration of primary schools from their inspection would create no insuperable difficulties in the day-to-day administration. But these hopes did not materialise and the working of the Act gave rise to a number of practical difficulties. The first and the most important difficulty experienced was that the Administrative Officer could not discharge his responsibilities of administration properly because he did not have any touring assistants. For instance, if a complaint against a primary teacher was received, it was clearly the duty of the Administrative Officer to enquire into it and to pass orders thereon. As it was obviously no part of the duties of the inspecting officers to enquire into such complaints, the Deputy Educational Inspector had a right to refuse to deal with them. But the Administrative Officer had no touring assistants at all, and it was physically impossible for him to attend to all such complaints as came up for consideration. The second difficulty experienced referred to the lack of co-ordination that often arose between the work of the Administrative Officer and the Deputy Educational Inspector. Prior to 1938, this problem did not simply exist because both the Administration and inspection of schools was done by a single officer. But now the Deputy Educational Inspector caused a school to be inspected and put down his views regarding the work of the teachers and his proposals for improvement. He was, however, only a recommending officer and was not able to issue any order direct to the teachers, nor to take any punitive action nor to sanction any expenditure, however small. He had only to forward the papers to the Administrative Officer who was authorised to pass orders on the points raised by him. Sometimes no action was taken on the proposals. Oftener, the action was delayed to such an extent that efficiency of administration suffered : and not infrequently, the Administrative Officer did not agree with the view taken by the Deputy Educational Inspector. Very often, the Deputy Educational Inspector also delayed and made unworkable suggestions. The delays and difficulties created by this lack of co-ordination and the consequent loss of efficiency can easily be imagined. The third difficulty experienced referred to the dilatory method of correspondence that became inevitable as a result of the

separation of administration of primary schools from their inspection. Whenever an important case arose and came to the Administrative Officer he had to pass it on to the Deputy Educational Inspector who would send it to the Assistant Deputy Educational inspectors for investigation and report. It would then come back through the same channel and the final orders were thus considerably delayed. Generally speaking, the Administrative Officer could enquire only through the Deputy Educational Inspector and his assistants, while the Deputy Educational Inspector could communicate to schools only through the Administrative Officer. There were also a few other difficulties of a minor character which were connected with this separation of the administration of primary schools from their inspection but they need not be considered here.

8. It must be admitted that the Department tried its level best to overcome these difficulties. For instance, orders were issued to the effect that the Assistant Deputy Educational Inspectors should enquire into complaints against teachers, should assist the Administrative Officer in framing proposals for transfers of teachers and in certain other matters which are really connected with the administration of primary schools. Secondly, some Assistant Deputy Educational Inspectors were posted on special duty to assist the Administrative Officers in the performance of their duties. Thirdly periodical meetings between the Administrative Officer and the Deputy Educational Inspector were arranged to see that co-ordination is brought about as greatly as possible. In other words, the Deputy Educational Inspector and his assistants did a good deal of work connected with the administration and assisted the Administrative Officer, and the actual conditions were much better than what they would have been if the Bombay Primary Educational (Amendment) Act, 1938, had been literally interpreted. It is obvious, however, that these half-measures could not remove the fundamental defects of a dual, chical administration and a view began to gain ground that the system of dual control by the Administrative Officer and the Deputy Educational Inspector which was introduced by the Bombay Primary Education (Amendment) Act, 1938, should be replaced by that of a unified control of a single agency which would both administer and inspect primary schools.*

9. This problem, therefore, came up for discussion again when the Bombay Primary Education Act, 1947 was passed. A demand was made to the effect that the system of bifurcation and dual control introduced by the Act of 1938 should be abolished and the functions of administration and inspection should be combined under local bodies as was done under the Bombay Primary Education Act, 1923. This demand was not accepted by Government who, however, agreed to authorise the District School Boards to appoint Assistant Administrative Officers and supervisors. The separation of the

administrative powers from those of inspection was, therefore, continued with a slight modification and the Act created two parallel agencies—one under the Deputy Educational Inspector and another under the Administrative Officer. The first of these was to deal mainly with inspection and the second, mainly with administration. This has increased the financial liability of Government to some extent; but it has also been able to solve some of the difficult problems which were created in the past on account of the lack of co-ordination between the Administrative Officer and the Deputy Educational Inspector.

10. The Bhise Committee which examined this problem in great detail was of opinion that this multiplication of agencies to supervise the primary schools was not desirable. At that time, there was also a third agency of Attendance Officers—the legal provision for this agency continues even to-day although it has since been abolished as a result of the recommendation made by the Bhise Committee—for the enforcement of compulsory primary education in addition to the agency of the Administrative Officer and his assistants for the purpose of administration and of the Deputy Educational Inspector and his assistants for inspection. The Committee, therefore, recommended the amalgamation of all these three agencies into a single cadre of supervising officers. It said :

“The advantages of our proposal to institute a single cadre for administration, inspection and enforcement of attendance are several. To begin with, it will lead to a great economy in expenditure because every officer will be restricted to a small area and the expenditure on travelling allowance will be considerably reduced. Secondly, the responsibility of the inspecting agency will be considerably greater because they will now be responsible for the improvement of the school as a whole and not for certain isolated aspects of its work. Thirdly, the teachers will be saved from the bother of having to attend upon a large number of touring officers each of whom visits the school for an isolated purpose. Fourthly, it will be possible for the Inspecting Officers to spend a considerable time in villages they visit and to examine every activity of the school. Fifthly, all overlapping, lack of co-ordination and red-tape that now arise from the plurality of supervising agencies will be avoided. We, therefore, very strongly make the following recommendations :—

- (1) There should be a single cadre of supervising officers ; and
- (2) The duties of administration, inspection and enforcement of attendance should all be entrusted to this single agency.”*

* Paragraph 3 to 9 have been based, with slight modifications, on the Report of the Bhise Committee.

But this recommendation, however, has not yet been accepted by Government, probably because the acceptance of the proposal would involve an amendment of the Act and Government was not then prepared to amend the Act immediately. But now that the proposal to have a new Act for primary education is on the anvil, this issue was constantly raised in our discussions and several witnesses demanded that administration and inspection should again be combined under the District School Boards and authorised municipalities.

11. *Administration and Inspection of Primary Schools in Saurashtra.*—The Saurashtra Primary Education Act, 1956 is based on the Bombay Primary Education Act, 1947. Section 48 of the Bombay Act, which deals with the inspecting staff to be appointed by Government is exactly identical with Section 42 of the Saurashtra Act, which deals with the same subject. Similarly, Section 20 of the Bombay Act, which deals with the staff to be maintained by the District School Boards is also identical with Section 17 of the Saurashtra Act, which deals with the same subject. In spite of this identical legislation, the system adopted in Saurashtra is entirely different from that in Bombay. All the Assistant Deputy Educational Inspectors, who were formerly working in the Education Department of Saurashtra, have now been transferred to work under the District School Boards and are directly subordinate to the Administrative Officer and through him, to the District School Board. Owing to the short time that has elapsed since this transfer, most of the Assistant Deputy Educational Inspectors are the servants of Government at present. But vacancies in their ranks would obviously be filled by the District School Boards and such new recruits would be the servants of the District School Boards and not of Government. The existing position in Saurashtra, therefore, is exactly the same as it was in the area of the old Bombay State when the Bombay Primary Education Act, 1923 was passed. Both administration and supervision are now practically combined in one single agency, namely, the District School Board. Of course, the power to inspect is still vested formally in Government under Section 42 of the Act. But the Educational Inspector who is supposed to exercise this authority on behalf of Government has "no legs to stand on" and is also otherwise too pre-occupied to devote adequate attention to the development of primary education.

12. *Administration and Inspection of Primary Schools in Vidarbha.*—In Vidarbha, the mutual relationship between administration and inspection has been very consistent—the two functions were combined in the Education Department till 1883 and they have been separated ever since. The District Councils were created in 1883 and entrusted with the administration of primary

education and the authority to inspect was reserved for Government. This separation of powers has continued almost unchanged to this day. In the early years, when the local bodies were not properly developed, there was a tendency on their part to delegate their part to delegate their administrative authority also to the inspecting officers of the Department. There was also a vesting of certain concurrent authority in respect of the control of staff in the Inspecting officers of Government till about 1920. But as time passed and the District Councils developed confidence in themselves, they gradually began to exercise all powers of administration and the concurrent powers of control were also abolished. Consequently, the authority of inspection alone has remained with the Department since 1921. It may, therefore, be said that, in Vidarbha, administration has always been a responsibility of the local bodies since 1883 and inspection has remained the exclusive privilege of Government ever since the Education Department was created in 1862.

13. The principal weakness in the situation in Vidarbha is that there is no separate Act for the administration of primary education.* This problem, viz., the desirability of a separate Act for primary education was raised as early as 1882 by the Indian Education Commission which opined that such an Act was not necessary. This opinion was perfectly justified in the situation that then prevailed and accordingly, most State Governments passed general laws for the constitution of local bodies and included some provisions for the administration of primary education in them. This legal position was common both to Vidarbha and Bombay till 1923 when Bombay passed a separate Act for the administration of Primary Education—the Bombay Primary Education Act, 1923. No corresponding step was taken in Vidarbha with the result that primary education continued to be administered by the local bodies under the general Act—the Local Self-Government Act, 1920. Even when Janapadas were created, no step was taken to alter the legal basis of the administration of primary education and the Janapadas also were authorised to control primary education under the provisions of a general Act only the Local Self-Government Act, 1948. This practice raises a fundamental question of policy as to whether there should or should not be a separate Act for the administration of Primary education.

14. It is obvious that the legal position in Vidarbha in this respect is the same that existed in all the States of India till about 1919 and that Vidarbha is still clinging to the recommendations of

*The Central Provinces and Berar Primary Education Act, 1920, and the Madhya Pradesh Primary Education Act, 1956, which has supplanted it, deal only with the enforcement of compulsory education and not with the administration of primary education.

the Indian Education Commission which are now obsolete. It is not, therefore, necessary to discuss the problem in detail and we would only like to state here the advantages, as they have been seen in practice, of having a separate Act and separate statutory bodies like the School Boards for the administration of primary education :—

(1) The separate Act enables Government to provide for all matters relating to the administration of primary education in sufficient detail ;

(2) As a result of such separate Acts, the Education Department gets full powers of control *direct* over the educational activities of the local bodies and defects can be remedied without delay. Under the general Acts for local bodies, the powers of control are mostly vested in the officers of the Revenue Department and the Educational Department has only an indirect right of control through that Department.

(3) Under a general Act, it is very difficult to supersede or dissolve a local body or to take such other drastic step for its failures in the educational field only. But if there is a separate Act for primary education, failures in this field can be corrected and School Boards can be dissolved or superseded without affecting the other functions entrusted to the local bodies.

(4) Primary Education is so important and its administration is so complicated that a separate law helps to maintain the efficiency of administration.

The modern practice in most countries of the world also supports the view that a separate Act for the administration is necessary and extremely desirable in all cases where the responsibility is entrusted to local bodies. A major reform needed in Vidarbha, therefore, is to have a separate Act for the administration of primary education. We, therefore, recommend that a new and a comprehensive law should be passed for primary education incorporating such of our recommendations as may be approved by Government and that it should be extended to all the areas of the State. The basis of this law should be the Bombay Primary Education Act, 1947, which should be amended in the light of our recommendations, a summary of which is given in Chapter XIX. The passing of this law will involve the repeal of the Saurashtra Primary Education Act, 1956.

15. Another anomaly in the situation in Vidarbha deserves notice. Section 49(I) (i) of the Local Self-Government Act, 1948, provides that a Janapad Sabha shall be responsible for the "establishment, management, maintenance, inspection and visiting of schools. 'This is of course a legacy from the past and a similar

section occurred in the earlier law on the subject also. It is, therefore, clear that "inspecting and visiting" of primary schools is one of the responsibilities of the local bodies. It was, therefore, natural that the local bodies would demand permission to appoint inspecting staff of their own. That such demands were made very early is clear from a statement in the *Quinquennial Review of the Progress of Education in India, 1912-17*, which states that this permission was given in the Central Provinces and Berar to the municipality of Nagpur** only as an exception and says. The Director in the Central Provinces says that the appointment in this last case is a wise step, but that similar appointments under district councils would be a mistake, since his experience of a double system of inspection is not encouraging and funds required for the development of schools cannot be spared for this purpose.† 'No such permission seems to have been given to other local bodies and even to Nagpur municipality, no grant-in-aid on its supervising staff had been given to this day. It is this refusal to give permission or grant-in-aid which has deprived the local bodies of a power which they possess in law. But the effect of this deprivation has not been happy in practice. The local bodies in Vidarbha today have no trained staff whatsoever for any educational purposes. It was pointed out in Chapter XII that the municipalities in Vidarbha have no Administrative Officers and that all work regarding the schools is practically manager by a clerk or two. The same is also true of Janapadas where the Chief Executive Officer, has hardly any time for the Janapada work and no time at all for the primary schools. As we shall show later, the legal stand taken in Vidarbha that the administration of primary schools has necessarily to be combined with some sort of inspection is theoretically sound. But unfortunately, the practices that have grown up under this really good law are so defective that the local bodies have no trained agency whatsoever, either for administration or for inspection.

16. Inspection of primary schools is, therefore, an *exclusive* responsibility of the Education Department in Vidarbha more by virtue of past tradition than under any authority conferred by law. The Inspecting Officers of the Department, however, exercise their authority under Section 98 of the Local Self-Government Act, 1948, which says: "The State Government may appoint Inspecting Officers for purposes connected with this Act for the whole or any part of the State. They shall exercise such powers and perform such duties as may be prescribed". This legal authority, however, is almost useless in practice because the Janapadas and municipalities are under the control of the Revenue Officers and the Education Department cannot exercise, any *direct* control over them.

* As pointed out in Chapter VII, the Nagpur Corporation has its own supervising staff even to this day.

† Page 47.

It does not also have adequate powers to rectify wrong administration by local bodies. Consequently, the Inspecting officers of Government can do little more than advise the local bodies and as often as not, their advice is not heeded. It is true that Government has powers to dissolve or supersede local bodies; but these are exceptional powers to be used in a rare emergency and they cannot be evoked for educational failures alone. Occasionally, Government Inspecting Officers try to bring financial pressures upon local bodies through grant-in-aid and either induce them to adopt certain policies or to abandon others. This method of control is, however, neither desirable nor always possible and in all our discussions in Vidarbha, all Government Inspecting Officers were almost pathetic in describing their helplessness to produce any tangible result on the administration of local bodies. It is obvious that Departmental inspection can have very little meaning under such circumstances. On the whole, therefore, we gathered the impression that, in spite of the reservation of the powers of inspection to Government, the practical situation in Vidarbha is not much different from the position of uncontrolled delegation created in Bombay under the Primary Education Act of 1923.

17. *Administration and Inspection of Primary Schools in Marathwada and Kutch.*—The primary education in Marathwada and Kutch is directly controlled by Government and both administration and inspection of primary schools are combined in the single agency of the Education Department. Consequently on problems about the mutual relationship of these functions arise in this region.

18. The following issues, therefore, arise in this connection :—

(1) Should the powers of administration and inspection of Primary Schools be combined in one agency? If so, in which agency—Government or local bodies?

(2) Assuming that the powers of control are to be separated, which of them should be assigned to local bodies?

(3) What should be the role of Government in supervising and inspecting the work of local bodies in so far as the administration of primary education is concerned?

We shall now proceed to discuss these problems seriatim.

19. *Separation of Administration and Inspection Inevitable.*—It will be seen from the foregoing survey that the two functions of administration and inspection are necessarily combined while the State Government is in sole charge of primary education, either because the local bodies do not exist or because they are not associated with the administration of primary education. Such was the case in Bombay prior to 1863 and in Vidarbha prior to 1883 and

such is the case even today in Marathwada and Kutch. The same position also obtains in some other States of India and even in some countries of the World, where the local bodies are not associated with the administration of primary education and a centralized pattern of educational administration has been adopted. This model will not obviously be of use to us because we have recommended the adoption of a decentralized pattern of educational administration and the association of local bodies with the administration of primary education. The more relevant question before us therefore, is to decide whether, in spite of the association of local bodies with the administration of primary education, it is possible to unite these functions in one agency. The foregoing historical review shows that, even under these conditions, it is possible to unite these functions under Government as was done in the rural areas of the Bombay State from 1863 to 1923. But this was possible because the local bodies were not developed properly and this experiment also showed that, when such a combination is effected, the local bodies have a purely nominal control over primary education. An arrangement of this type, therefore, is neither possible at present when the local bodies are fully conscious of their rights and responsibilities, nor is it desirable from the democratic point of view. The only other type of unification possible, therefore, is that under the local bodies and this was tried out in Bombay between 1923 and 1928 and is now on trial again in Saurashtra since 1956. The experience in Bombay is far from encouraging and although nothing can be said about the Saurashtra experiment because of its short span, the situation does not appear happy even from a theoretical point of view because it is not possible to concede that uncontrolled authority should be delegated to local bodies. After all, the State Government is also responsible for primary education, even more responsible than the local bodies. It provides about 95 per cent. of the expenditure in rural areas and anything from 25 to 85 per cent. in urban areas and is answerable to the legislature regarding the manner in which this money is being spent. Moreover, primary education does not have a local significance only. Its national significance is even greatest. It, therefore, goes without saying that the State Government on whom the responsibility for the education of the people ultimately rests must have adequate authority to see that the local bodies perform the educational duties entrusted to them satisfactorily and that they do comply with all national policies in this respect. It must also have the authority and the necessary agency to see that the schools

provided by the local authority are sufficient*, both in quality and in quantity. And finally, it has to satisfy itself that the right type of education is being given to the citizens of tomorrow and it has to convey this assurance to the legislators who annually vote crores of rupees for primary education and who are custodians of the welfare of the rising generation. Any system which fails to give this authority to Government and which does not create or adequate machinery for the purpose of exercising that authority cannot be accepted as a part of a national system of education. It is, therefore, evident that, when local bodies are associated with the administration of primary education, the powers of supervision and inspection cannot be combined either in Government or in local bodies and the only practical solution of the problem is to divide the authority between them in some suitable fashion.

20. Assuming, therefore, that the powers of supervision and inspection over primary schools cannot be combined in one agency and that they have to be divided between Government and local bodies, it becomes immediately necessary to determine the principles on which this division should be made and the nature of the functions to be assigned to the local bodies and to Government. The discussion of the subject would be helped if we try to compare the manner in which such division was or is actually made in the area of the old Bombay State, Vidarbha and Saurashtra and the advantages and disadvantages of such division as they were or are seen in actual practice.

21. *Experience in the area of the old Bombay State.*—There are three important principles that one can draw from the history of the problem in this area. The first is that "inspection" by Government need not or even should not be too detailed. It is true that "inspection" means a "close and a critical examination". But it is equally obvious that, if this examination is too detailed and too much pre-occupied with minor issues, it becomes impossible "to see the wood for the trees" and the basic issues of supervision proper

* Our Acts on Primary Education merely say that local bodies shall make "adequate provision for primary education, subject to the funds at their disposal." It is interesting to compare this provision with that in the Education Act of 1944 (England) where section 8 lays down that it is the duty of a local authority to see that there are sufficient schools for primary education within its area and then adds: "and the schools available for an area shall not be deemed to be sufficient unless they are sufficient in number, character and equipment to afford for all pupils opportunities for education offering such variety of instruction and training as may be desirable in view of their different and ages, abilities, and aptitudes and of the different periods for which they may be expected to remain at school, including practical instruction and training appropriate to their respective needs."

get lost sight of. Secondly, a very detailed check on every issue often tends to discourage initiative and a sense of responsibility in the local bodies. All these evils have been in evidence in Bombay.

22. Our oldest definition of Inspection (which was in vogue before 1938) was so detailed that it is impossible to overdo it. In those days, every Inspecting Officer was expected to hold the annual examinations of *all* pupils in *all* primary schools. Inspection, therefore, meant the examination, not only of *every* school and of *every* teacher but also of *every* pupil in *every* subject. Fortunately, the "pupil" part of this Inspection has been omitted, since 1938 when the examinations in primary schools were regarded as part of "administration" and not of "inspection" and the local bodies were asked to organise them. This decentralization has improved the situation very considerably. But even today, Inspection is defined to imply one inspection and two visits a year to *every* school and the check of the work of *every* teacher through the annual confidential report that is to be written on his work.

23. The point at issue is whether this definition of Inspection is still necessary. We feel that it is not and at this point, the second important principle that one can learn from the history in Bombay comes in, *viz., it is not possible even to administer schools properly unless the administering authority has some concurrent powers of inspection also*. Let us see what happened in 1938. The Administrative Officer was supposed to administer schools and to exercise all powers of discipline and control over the cadre of primary teachers. But as he had no assistants who could visit schools, enquire into complaints, and watch the teachers at work, he got all this really "administrative" work done by the Inspecting Officers. Under this system, therefore, the Inspecting Officers of Government ceased to be Inspecting Officers in the proper sense of the term and became, in fact, the agents or the assistants of the Administrative Officer and helped him to discharge his statutory responsibilities. Consequently, the Education Department also ceased to "superintend" the work of administration. Superintendence really means "guiding and inspecting from a higher position" and not "assisting from below". Under the system created by the Act of 1938, the Assistant Deputy Educational Inspectors were not under the control of either the Administrative Officer or the District School Board in theory. But for all practical purposes, they were the assistants of the Administrative Officer and did all the purely administrative jobs, which cannot be avoided in the management and control of primary schools such as (a) auditing the accounts of schools, (b) certifying that the current repairs had been carried out, (c) granting permission to write off the useless articles of equipment or recommending that they should be written off, (d) recommending

poor students for grant of books and educational equipment, (e) consolidating statistics and helping in the preparation of annual administration reports, (f) controlling exceptional admissions and double promotions, (g) organising school examinations, etc. The net result of this unhappy position was that the work of supervision proper was lost sight of and the purely administrative part of the work occupied the major part of the time of the Assistant Deputy Educational Inspectors. This situation has been improved to some extent by the Act of 1947, which has permitted the appointment of Assistant Administrative Officers. A good deal of the administrative work which was formerly being done by the Assistant Deputy Educational Inspectors is now transferred to these officers; but even to-day several administrative functions are still left with the Inspecting Officers of the Department. In an investigation carried out by the Research Bureau of the office of the Director of Education, it was found that only about 45 per cent. of the time of the Assistant Deputy Educational Inspectors is taken up by purely educational and inspectional work. In a small enquiry which we conducted ourselves with a number of Assistant Deputy Educational Inspectors whom we met in our tour, we tried to ascertain the duties which they perform even now and to find out the extent to which they still work as Assistants to the Administrative Officer rather than as independent supervisory officers of Government. The results are shown in the following table :—

Serial No.	Function.	Whether, in this function, the A.D.E.I. is an independent officer of Government in a supervisory capacity over the local bodies.	Or whether he is more in the position of an assistant to the administrative officer and helps him in the purely administrative aspects of the control of primary schools.
1	2	3	4
1. Visits to Schools or otherwise.	supervise	Yes	.. ....
2. Annual Inspection	..	Yes	.. Yes. Some of the items prescribed for annual inspection are really of an administrative character.
3. Make recommendations for current and special repairs certify completion of current repairs carried out by the teacher, recommend buildings for hire, propose reasonable rent, assist in the collection of funds for new buildings.	No	..	Yes.

Serial No.	Function.	Whether, in this Or whether he is more function the A.D.L.I. in the position of an is an independent assistant to the adminis- officer of Government trative officer and helps in a supervisory him in the purely admi- capacity over the nistrative aspects of the local bodies. control of primary schools.	
		3	4
4.	Select sites and recommend them for school farms and play-grounds.	No	.. Yes.
5.	Supervise the enforcement of compulsory attendance. To supervise the holding of the census of children.	This is partly supervisory.	Yes: This is largely administrative.
6.	Organise examinations of primary schools, check and moderate results and to declare them.	No	.. Yes.
7.	To conduct enquiries into complaints and applications.	No	.. Yes.
8.	To write a confidential report on every teacher each year.	No	.. Yes.
9.	To check the accounts of schools.	No	.. Yes.
10.	To assist in the compilation of the annual administration report.	No	.. Yes.
11.	To make recommendations for transfers.	No	.. Yes.
12.	To inspect all the school records.	Yes. This is only partly supervisory.	Yes. This is largely administrative.
13.	To recommend the articles of equipment to be written off.	No	.. Yes.
14.	To make recommendations for fee concessions, free grant of books, etc.	No	.. Yes.

24. It would, therefore, be evident that the creation of the posts of the Assistant Administrative Officers is a recognition of the principle that the administration of primary schools cannot be carried on unless there are touring assistants and unless some functions of supervision and inspection are also combined with that of administration. This review also shows that it is necessary to increase the number of such Assistant Administrative Officers still further if the Inspecting Officers of Government are to be free from the very large volume of administrative work that still falls to their share. The Vidarbha, Act is, therefore, much nearer the truth when it

makes "administration, inspection and visiting" of primary schools a responsibility of the local bodies and also reserves the authority of "inspection" (which however has not been clearly defined and for which "supervision" or "superintendence" would be a more suitable term) for the officers of the Education Department.

25. This brings us to our third principle, namely *that the authority to inspect every school at least once a year, to pay visits to it as and when necessary, and to evaluate the work of every teacher annually through the preparation of confidential report on his work are so intimately connected with the administration of primary schools and the control of the cadre of the primary teachers that it would be desirable to entrust them to a single agency.* Our existing experiment of trying to divide them between the Assistant Administrative Officers and the Assistant Deputy Educational Inspectors has not worked satisfactorily and there is no possibility also of its showing better results in future. It is in this sense that we feel that the existing definition of inspection in the area of the old Bombay State is still too detailed and it is in this sense that we agree with the Bhise Committee when it recommends that there should be a single agency for the purposes of administration, inspection and enforcement of attendance. We, therefore, recommend that—

(a) *the Inspecting Officers of the Department should not be required to inspect every primary school and to write a confidential report on the work of every primary teachers.*

(b) *These functions are closely allied to the administrative powers vested in the local bodies and the Administrative Officer and they should, therefore, be transferred to a cadre of Government Officers who would work directly under the Administrative Officer.*

(c) *This cadre would consist of Assistant Administrative Officers whose posts would have to be increased still further so as to place one Assistant Administrative Officer in charge of each Taluka and of a new category of posts designated as "Head-master-cum-Supervisors". These officers would be the Head-masters of Central Schools and would also have the authority to supervise and inspect all the other primary schools in close proximity of the central school.*

26. Some details of this proposal, namely, the creation of additional posts of the Assistant Administrative Officers have already been discussed in Chapter XIV along with the work of the Taluka School Committees. The cadre of the Head-masters-cum-Supervisors and their duties would be described in a later section in this Chapter. But before turning to that discussion, it is necessary to answer one objection that is raised against the above proposal. It is argued, for instance, that if the proposals made above are accepted, there would

be no work left for the Officers of Government and that a position would be created which would be similar to what existed in Bombay between 1923 and 1938 or to what exists even to-day in Saurashtra. We do not agree with this view and our opinion on this point has a good support in the practices followed in several countries abroad. In England, for example, the local education authorities have an adequate cadre of their own administrative officers who perform all the functions of the type mentioned above for the schools conducted by them; and yet there is a regular cadre of His Majesty's Inspectors who have plenty of work to do and who play a very important role in the development of education. We, therefore, suggest that a practice, similar to that which obtains in England, should be adopted here and the responsibility of Government should be restricted to "superintendence and inspection" proper. For example, the following important duties of superintendence which ought to be done by Government are not being done at all at present :—

(a) The office of every local body entrusted with the administration of primary education has to be inspected in detail every year with a view to improving the standard and efficiency of administration;

(b) An annual evaluation of the work of the local body as a whole has to be made and discussed in detail with its members with a view to remedying the short-comings noticed and planning improvement programmes for the future.

(c) Advice and guidance has to be given to the local body in preparing and implementing schemes for the expansion and improvement of primary education; and

(d) Intensive efforts have to be made to train official as well as the non-official members involved in the administration of primary education.

27. These are the real functions included under the "superintendence" which the Education Department is expected to exercise over the local bodies. It is of course true that it would be necessary to inspect a certain percentage of the schools conducted by the local bodies on a random sample basis in order to ascertain how the programme of primary education is actually being worked out by the local bodies but it is not necessary to inspect *every* school and to evaluate the work of *every* teacher to carry out these responsibilities efficiently. In fact, what now happens is that the Department gets buried under the dead load of inspecting every school and evaluating the work of every teacher with the result that it has neither the time nor the vision left to look to these broader aspects of superintendence and to guide the local body as a whole to a better performance of its responsibilities. We, therefore, feel that the responsibility of Government in respect of inspection and supervision of primary schools which has been reserved to it under section 48 of

the Bombay Primary Education Act, 1947, should include only the functions enumerated above ; and for the proper exercise of these functions, the inspection of about 5 to 10 per cent. of the schools of the local bodies should be made annually by the officers of the Department. The schools to be inspected should be selected at random and as a sample and they should be inspected only from the point of view of ascertaining how the programme of the local body is being practically worked out in the field. Under no circumstances, however, Government should hold itself responsible any longer to inspect *every* school and to check the work of *every* teacher *directly* through the officers of the Department. These functions should be delegated to a cadre of Government Officers who would work under the Administrative Officer and through him, under the District School Board.

28. We would also like to point out that there is a fundamental difference between our proposals made above and the position created by the Bombay Primary Education Act, 1923. Under this Act, the Administrative Officer as well as all his subordinates were the servants of the District School Board. They were, therefore, amenable to un-healthy pressures of interested groups and consequently, several evils crept into the system. Under our proposals, all these officers would be the servants of the State Government. Consequently, they would be far less amenable to un-healthy pressures and we see no reason why the inspection and evaluation made by them should be different from those that are now being made by the Assistant Deputy Educational Inspectors of the Department.

29. *Experience in Saurashtra.*—Similarly we would like to emphasise that the above proposals are different from the conditions that now obtain in Saurashtra. As the matters stand today in Saurashtra, there is no clear concept of the work to be done by the Education Department nor is there any machinery to do that work. The essence of our proposals lies in the fact that we visualise, not only a specific field of superintendence by Government, but are also equally emphatic on the creation and maintenance of adequate machinery for the purpose under the Education Department. Secondly, the Saurashtra plan visualises that all the inspecting officers of the Board shall be the servants of the Board. We, on the contrary, have proposed that they should be the servants of the State Government.

30. In the same way, we also differ from the Bhise Committee on two fundamental points. The Bhise Committee recommended the creation of a single cadre of officers to administer and inspect primary schools and to enforce attendance and suggested that it should be placed under the District School Board. It did not, however, say anything about the status and training of this cadre. We agree with

the Bhise Committee on the first issue and on the second, we are definitely of opinion that this should be a cadre of the servants of the State Government specially trained for the purpose. Secondly, the Bhise Committee did not visualise a sphere of departmental superintendence over and above the activities of this cadre. As stated above, we visualise a very vital sphere of this type—the precedents from England support this view and insist on a Departmental agency consisting of a sufficient number of properly qualified officers to discharge the important functions included in this sphere.

31. It is also necessary to point out the great advantage that this system will have. At the present moment, the Assistant Deputy Educational Inspectors inspect *every* school and evaluate the work of *every* teacher no doubt ; but they are purely recommending officers without any authority to implement their own recommendations. We expect that the recommendations made by these officers would be implemented by another agency, but this does not always happen in practice and a good deal of the useful work done through inspection is simply allowed to be wasted by the failure to take the necessary action thereon. Under the new system proposed by us, a single cadre of officers would be responsible, not only for recommending improvement in the working of the schools and teachers, but also for seeing that the suggestions made by them are implemented. This will completely remove the lag which now occurs between inspection and its implementation and would greatly assist in securing a more rapid improvement of the school.

32. *Experience in Vidarbha.*—It is obvious that the proposals made above would bring about a great improvement in the existing situation in Vidarbha. In the first place, if the proposals made by us in Chapters VI to XV are extended to Vidarbha all local bodies would be provided with a good machinery for the administration of primary education. Secondly, if a machinery of the type visualised above in paragraph 24 is created, the Vidarbha Act would be given effect to in practice for the first time. Thirdly, it may be necessary to reduce the existing number of inspecting officers of the Department in Vidarbha to some extent in view of the fact that we do not visualise the Departmental Officers to inspect *every* school annually. This is, however, a problem common both to Vidarbha and to the area of the old Bombay State and we shall discuss its details a little later in this Chapter. The only point that we desire to emphasize here, however, is the main lesson of the history in Vidarbha, namely, *it serves no useful purpose to reserve the authority OF INSPECTION to the Department unless the Department is also vested with adequate powers to see that local bodies carry out the suggestions made by it.* This is a general problem and our recommendations in this behalf would obviously be applicable to all the areas of the State. We shall, therefore, discuss it in detail towards the end of this Chapter.

33. *The Basic Unit of Educational Development.*—Before we turn to the detailed discussion of the new unified machinery for administration, inspection and enforcement of compulsory attendance, it is necessary to discuss one fundamental issue, viz., the basic unit of educational development.

The Bhise Committee raised this issue for the first time and suggested the organisation of Central Schools and its recommendations on this subject—unfortunately they have not yet been adopted by Government—are extremely happy. Obviously, the basic unit of educational development cannot be the villages just now because they are too numerous and very often too small and it is not possible to reach all of them in the near future in view of our limited resources in men and money. Similarly, the Taluka is a good unit of administration but it is too large to be taken as a basic unit for educational development. The Bhise Committee, therefore, proposed the grouping of villages in such a way that each group would have a central school and a number of other small villages their number varying from 10 to 25, within a distance of three to five miles from the Central School. The Committee then suggested that all this group of villages should be taken as a basic unit of educational development and that a phased programme of the development of primary education in it should be attempted in three stages :—

(a) *First stage.*—The Central school should be provided with a good and competent headmaster and developed as a good full-fledged primary school and as a community centre for the local people.

(b) *Second stage.*—The Central school should become the administrative centre for all the primary schools in the group and

(c) *Third stage.*—The Central school should serve as a model to all the schools in the group and try to raise their standard of instruction and to bring them up to the level of the central school itself.

The fundamental concept behind this plan is to create a good model school within easy walking distance of every village so that the people, the children, and the teachers can see it function from day to day. This school should then be made the focus for the development of the entire group by associating all the schools therein with it and by vesting adequate authority in the head of this school to see that the other schools co-operate with him in the programme of development and carry out his instructions. We recommend that this fundamental concept of the Bhise Committee should be adopted by Government immediately, and that an intensive programme for the creation of central schools and for their

development as model schools, as community centres and as administrative units be organised as early as possible. The most valuable recommendations of the Bhise Committee on this subject cannot be improved upon. We, therefore, enclose them to this Report as Appendix VI.

34. *Head Masters-cum-Supervisors.*—Once these central schools are organised, we recommend that their Headmasters (who would, in future, be designated as Head-masters-cum-Supervisors) should be immediately associated with the integrated machinery for administration, inspection and enforcement of compulsory attendance whose creation has been recommended above in paragraph 24. From this point of view, we make the following proposals :—

- (1) These Head-masters should be the servants of Government.
- (2) A certain percentage of the posts of these Head-masters should be reserved for trained graduates (this percentage should be between 15 and 25). The remaining posts should be given to efficient primary teachers selected on the basis of merit.
- (3) No Head-master of the central school should be required to do any teaching work. He would only supervise its working and he shall remain at the headquarters for three days in a week and shall go out for inspection and visits for another three days.
- (4) Each Head-master shall be given a conveyance allowance of Rs. 20 to 30 per month depending upon the size of his group.
- (5) He shall exercise all the powers and perform all the duties of the Attendance Officers and the Assistant Deputy Educational Inspectors in his beat.
- (6) He shall be directly subordinate to the Assistant Administrative Officer of his Taluka.
- (7) His post would be transferable from district to district, although such transfers would be rare and exceptional.
- (8) He shall be expected to visit every school in his group at least once in two months. In other words, he would visit each school at least four times a year and inspect it once in each term.
- (9) He may also be given some powers of the Assistant Administrative Officers such as writing off useless articles of equipment of a certain value etc.
- (10) He shall also be responsible for maintaining good public relations in his group and for organising educative propaganda. He would also help in organising and developing the Village School Committees in his group.
- (11) He will sanction the casual leave of all the Head-masters in his group.

(12) The powers and duties described above are in addition to the work which the Bhise Committee has assigned to him in connection with (1) the development of his own school as a model institution (2) the administration of the schools in his group and (3) the improvement of the other schools in his group.

35. To sum up, therefore, we propose that there should be a single unified agency for the administration and inspection of primary schools and for the enforcement of compulsory attendance. It should consist of (a) the Administrative Officer at the District level (b) one Assistant Administrative Officer for each Taluka and (c) One Head-master-cum-Supervisor for the area included within the group of each Central School. All these officers, as stated earlier, would be the servants of the State Government but would be working under the District School Board and shall be responsible to it.

36. *Superintendence by the Education Department.*—Having thus described the work of administration and inspection to be assigned to the local bodies, we shall now turn to the discussion of the last issue raised in paragraph 17 above, namely, the work ‘superintendence and inspection’ to be entrusted to the Education Department of the State as required by section 48 of the Bombay Primary Education Act, 1947. We have already indicated some outline of this work in paragraph 25 above. For convenience of reference, however, we shall discuss it comprehensively in the following paragraphs.

37. *Office Inspections.*—One of the principal duties of the Education Department should be to arrange for the annual inspections of the offices of all local bodies entrusted with the administration of primary education. This is a very important but neglected task at present. We, therefore, suggest that it should be considered to be the duty of every Divisional Deputy Director of Education to inspect the office of every District School Board once a year. Similarly, it shall be duty of every Educational Inspector to annually inspect the office of every Taluka School Committee in his charge. He shall also annually inspect every Central School, either by himself or through his subordinates. Regular Reports of these inspections should be written and discussed with the local body concerned. The inspection reports of the Taluka School Committees and of the Central Schools should be considered both by the District School Board and by the Divisional Deputy Director of Education who shall see that prompt steps are taken to rectify the irregularities pointed out. Similarly, the inspection reports on the District School Boards should be considered by the Director of Education and the State Government who would be responsible to see that prompt steps are taken to rectify the irregularities pointed out.

38. A fundamental principle of good administration is that "what is not inspected is not done" and "what is not inspected frequently is not considered important". We wish to bring this to the notice of the Education Department. Older Departments like Revenue have evolved a good system of inspections for subordinate offices and have managed to maintain a fairly high standard of efficiency through them. There is no reason why the Education Department should not follow in their foot-steps and even improve upon them in order to secure a better administration of primary education by the local bodies.

39. Some thought has to be given to the nature of this inspection. We do not think that we are called upon to prepare a detailed set of instructions for such inspections and we feel that these would be devised in due course by the special machinery which we are recommending for the implementation of these proposals in Chapter XIX. It will, however, be necessary to state here that these inspection reports should be both educational and administrative. They should assess the schemes and plans that are under execution by the District School Board and the Taluka School Committees, examine the manner in which the primary schools and their teachers are functioning at present and make suggestions for improvement of the academic standard of primary education. At the same time, they should examine every detail of administration and point out all irregularities where the Act, Rules, Regulations or the directives of Government are not being observed. It would be the duty to make helpful suggestions for securing better public co-operation and larger financial support for primary education and generally give all the guidance that is necessary to the District School Boards in order to enable them to carry out their responsibilities effectively and efficiently. A true Inspector is not an auditor but a collaborator, and he is also a friend, philosopher and guide. The inspection reports of these local bodies should be such as will show that the officers of the Department are playing these roles with reference to the local bodies in general and the local authority under inspection in particular.

40. It is very likely that this work of office inspections may not be done properly and adequate and prompt action may not be taken upon the recommendations of the inspection reports owing to shortage of staff. We, therefore, suggest that adequate staff should be given to the Divisional Deputy Director of Education and to the Educational Inspectors of the District to enable them to carry out their responsibilities in this behalf adequately. We also suggest that there should be a small unit in the office of the Director of Education himself and under the direct control of the Joint Director for Primary Education, for the purpose of taking adequate and prompt action on the inspection reports of the local bodies.

41. *Inspection of Primary Schools.*—The second important function of the officers of the Department would be to select 5 to 10 per cent. of the primary schools in every district at random and to inspect them. These schools would be in addition to all the Central Schools which shall have to be inspected by the Department every year. The detailed reports on the inspection of these schools should, of course, be sent individually to the District School Boards concerned. In addition to them, however, it should be the duty of every Educational Inspector to draw up a general report pointing out common deficiencies discovered in these inspections and making suggestions for improvement. This educational report should form an integral part of the annual inspection reports on the District School Boards and the Taluka School Committees.

42. *Implementation of the Recommendations of the Department.*—As stated earlier, the experience in Vidarbha shows that Inspection by the Department does not serve any useful purpose unless adequate authority is vested in the Department to see that its suggestions are implemented. When a separate Primary Education Act is passed and made applicable to Vidarbha, a good deal of this difficulty would be removed. We need, therefore, discuss only two issues in this context—

(a) What should be the usual procedure for implementing the suggestions made in the Inspection Reports?

(b) Is it necessary to give the Department or Government any powers in addition to those contained in Chapter IX of the Bombay Primary Education Act, 1947?

On the first issue, we feel that the most effective way of implementation is to discuss the Inspection Report with the local body concerned. From this point of view, the Inspecting Officer should carefully prepare his Inspection Report and send it sufficiently in advance to the local body. Then a day should be fixed for reading the Report when the Chairman and members of the local body and the Inspecting Officer and his assistants would be present. The Report should be taken clause by clause in this meeting. The local body will either accept the comments and agree to implement them, or it may offer some other view which the Inspecting Officer may take into consideration and modify his comments. In most cases, an agreed solution would be reached. Where differences cannot be bridged, the matter would naturally go to the higher authorities for orders. But we are sure that if proper relations are maintained and the Inspection report is drawn up and discussed with the attitude of "friend, philosopher and guide" the response of the local bodies would be favourable and there would be no unusual difficulties in implementing the suggestions of the Inspection Report.

But one has to presume that there might be occasions when all persuasion and discussion fails to remove irregularities and when some drastic action is needed. This brings us to the consideration of the powers of control. Chapter IX of the Bombay Primary Education Act, 1947, vests the following powers in the Department or Government :—

(a) Power to be present at meetings conferred on all Inspecting Officers (section 49(1) of the Act);

(b) Power to enter upon and inspect property, to call for extract from proceedings, and to call for any book or document conferred upon the Director or the Educational Inspector (section 49(1) of the Act);

(c) Power to call for return or require explanation conferred on the Director (section 50);

(d) Power to suspend the resolution of a Board or to prohibit the doing of any act which is about to be done, conferred upon the Director (section 51);

(e) Power to prepare a scheme of compulsion and/or to implement it through a special officer and to recover the expenses thereof from the local body in cases where the local body shows a default in these matters. Power conferred upon Government (section 52);

(f) Same power as above but in all other matters except compulsory education. Power conferred on Government (section 53);

(g) General Power given to State Government to issue directives which shall be obeyed (section 54);

(h) Power to State Government to hold an enquiry into the affairs of the Board (section 55); and

(i) Power to State Government to dissolve or supersede a Board (section 56).

These are very large powers indeed. We feel that these powers are quite adequate to meet all situations that ordinarily arise (except for the one case mentioned in the next paragraph). In our opinion, the main weakness in the administration at present is not that such powers do not exist, but that there is no continuous programme of periodical inspections which would bring irregularities to light in good time. Even when they are brought to light through some accident or the other. Government is extremely reluctant to exercise these penal powers. This unhappy state of affairs has to be improved without delay. We have already suggested the creation of a machinery for periodical inspections and we have also suggested the educative method to secure compliance with the suggestion of

the Inspection Reports. In most cases, no further steps would be needed. But when default becomes persistent and all persuasion fails, Government should not hesitate to take drastic action under these provisions. In our opinion, the public would welcome all firmness shown by Government in such cases and even a few drastic measures promptly taken would prove to be a good lesson to all and result in a general improvement of the efficiency of the administration.

43. *Payment of contributions.*—We have recommended minimum statutory contributions to be paid by all District Local Boards, Municipalities and Village Panchayats. Very often such contributions are neither paid in time nor in full; and not infrequently, they are not paid at all. We recommend that a special sanction on the lines of section 53(3) of the Bombay Primary Education Act, 1947 should be incorporated in the new Act. A draft for it is suggested below :—

“If a district local board (or a municipality) fails to pay its contribution on account of primary education into the Primary Education Fund, the Commissioner may make an order directing the Officer in charge of the Treasury or Bank or Society in which the fund of the District Local Board (or municipality) is kept or the whole or portion thereof is deposited or loaned at interest, to pay such contribution from such money as may be standing to the credit of the District Local Board (or the municipality) in such Treasury or Bank or Society or as may from time to time be received from or on behalf of the District Local Board or municipality by way of deposit by such Treasury or Bank or Society; and such officer or Bank or Society shall be bound to obey such order. Every payment made in pursuance of such order shall be an efficient discharge to such Officer, Bank or Society from all liabilities to the District Local Board (or Municipality) in respect of any sum or sums so paid by him or it out of the moneys so received or standing to the credit of the District Local Board (or Municipality) in such Treasury, Bank or Society”.

A Section similar to the above should also be incorporated on account of Village Panchayats with the difference that the authority to direct payment should be vested in the Collector of the District instead of in the Commissioner.

When a District Local Board or a Municipality makes a default in the payment of its contribution, the Educational Inspector of the District should bring this fact to the notice of the Commissioner of the Division through the Divisional Deputy Director of Education and the Commissioner should then take the necessary action after calling for the explanation from the Municipality or the District Local Board. Similarly, when a Village Panchayat makes a default in the payment of its contribution, the matter should be reported to

the Collector of the District by the Taluka School Committee through the Chairman of the District School Board. The Collector should then take the necessary action after calling for the explanation of the Village Panchayat.

43. While touring in the different parts of the State we discussed the broad outline of the new scheme of supervision and inspection outlined by us in the preceding paragraphs with a large number of officials and non-officials. We were glad to find that it was very greatly welcomed everywhere. The only part of it which came in for some criticism is the creation of the posts of the Head-masters-*cum*-Supervisors. We were told that it would not be possible to get Head-masters of the right type for this purpose and that this scheme would place an authority in the hands of petty men which is likely to be greatly abused. It was also argued that communal considerations would come into the picture very frequently when the Head-master-*cum*-Supervisor is dealing with the teachers in his group. We recognise the force of these arguments. But even after weighing them very carefully against the advantages of the proposal, we feel that the risk involved in them is worth taking. We would further suggest that the following measures should be adopted to minimise the possible dangers in this scheme :—

(1) Great care should be taken to select the Head-Master-*cum*-Supervisor. Seniority should not be the basis of the selection. It should be based on the combined consideration of seniority and merit. Since these Head-Masters-*cum*-Supervisors are going to be taken over in Government service, the Department should set up a suitable machinery for their selection.

(2) A short orientation course should be arranged for all these Head Masters when the scheme is to be implemented.

(3) Close and continuous guidance by the Inspecting Officers of the Department as well as Assistant Administrative Officers is necessary in the initial stages of the scheme. It should be the special responsibility of the District School Boards to see these Central Schools are properly staffed and the Taluka School Committees should take an equal care to equip them adequately. We have further suggested that the Inspecting Officers of the Department should inspect every central school annually. We also suggest that the Assistant Administrative Officer should have a close eye on these institutions. If these measures are taken and the necessary guidance is given to the Head Master-*cum*-Supervisor in the initial stages, we have no doubt that the scheme would bring in a number of advantages and that the possibility of its misuse would be very greatly minimised and even eliminated.

44. *Financial Implications.*—We have tried to work out the financial implications of these proposals in respect of two districts—Poona and North Satara. The method adopted for these calculations was as follows :—

(1) The first step was to locate the Central Schools. This was done on the basis of two principles : (a) the villages included in the group must be within a distance of 3 to 5 miles from the Central School (except in very special circumstances) and (b) the total number of villages included within the group should be between 15 and 25. When the entire area of the district was mapped out on these principles, it was possible to determine the exact number of the Central Schools required as well as their location.

(2) The next step was to provide the necessary additional teacher to each Central School in accordance with our recommendations. We found that a fairly large number of the Central Schools had an enrolment of 200 or more pupils. Under rule 37(2) of the Bombay Primary Education Rules, 1949, these schools must be provided with an additional teacher. We have, therefore, decided that it was not necessary to provide a second teacher to such schools. We, therefore, propose that additional teachers should only be provided to those Central Schools where the total enrolment is less than 200.

(3) The additional cost involved in these proposals was, therefore, due to (a) the allowance of Rs. 20—30 to the Head-masters-cum-Supervisors of all the Central Schools ; and (b) the salary and allowances of the additional teachers required for the Central schools where the enrolment is less than 200.

(4) As against this additional expenditure, we had to calculate the savings in the existing inspecting staff. In order to estimate it, we adopted the following method :—

(a) Every Educational Inspector was allowed to have a sufficient number of Assistant Deputy Educational Inspectors for inspecting all Central Schools and 10 per cent. of the total number of primary schools at the rate of one Assistant Deputy Educational Inspector for 50 schools. For example in the Poona District, the total number of primary schools is 1800 and the total number of Central Schools is 120. We, therefore, propose that the Government Inspecting Officers should inspect 180 primary schools selected at random and 120 Central Schools, i.e., 300 schools in all. Six Assistant Deputy Educational Inspectors should, therefore, be provided under the Educational Inspector of the district for this purpose.

(b) In addition to this, the Deputy Educational Inspector was given one Assistant Deputy Educational Inspectress, one or two Assistant Deputy Educational Inspectors for Physical Education and one or more Assistant Deputy Educational Inspectors for Urdu and other linguistic minority schools.

(c) In addition to this, the Educational Inspector was also given 2 to 4 Assistant Deputy Educational Inspectors for Secondary schools.

(d) After making allowance for all the Assistant Deputy Educational Inspectors required for items (a), (b) and (c) allowance was also made for the Assistant Deputy Educational Inspectors would be transferred as Assistant Administrative Officers.

(e) After all these allowances were made, the remaining posts of the Assistant Deputy Educational Inspectors were proposed to be retrenched and the saving on their account was taken into consideration.

When the additional expenditure as well as the saving outlined above were taken into account, we found that the additional expenditure involved in these proposals was comparatively very small and that it was more than compensated for by its advantages.

We do not think that any additional financial liability is involved in the proposal that the Head-masters of Central Schools should be taken over into Government service. Even to-day, their salary is being paid by Government on a hundred per cent. basis. Our proposal to make them Government servants will not, therefore, involve Government in any financial liability beyond that required for giving them pensions.

We would also like to make it clear that no Assistant Deputy Educational Inspector should be deprived of his job because of the retrenchment due to our proposals. Those Assistant Deputy Educational Inspectors who are surplus may be posted as Head-masters-cum-Supervisors under the new scheme. The trained primary teachers who have been promoted as Assistant Deputy Educational Inspectors would be specially suitable for this purpose. They would, of course, continue to draw own scale of pay even in the new appointment.

CHAPTER XVII.

PRIVATE ENTERPRISE IN PRIMARY EDUCATION.

Private enterprise has a limited but an important role to play in the field of primary education. In the course of this Chapter, we propose to discuss the existing position and problems of private enterprise in primary education in the different parts of the State, the systems of grant-in-aid that are now in vogue, and the manner in which a uniform system of grant-in-aid to private primary schools can be introduced in all parts of the State.

2. *Indigenous Schools (1821-1901).*—Prior to the advent of the British rule, there was a fairly wide net-work of indigenous schools in all parts of the area that is now included in the State of Bombay. The official efforts to organise a modern system of education began at different periods in the different parts of this area. For instance, in the old Bombay State they began in 1821 under Mountstuart Elphinstone; in the Sagar and Narbada territories, they began in 1843 under Mr. Thomason; and in the Nagpur Districts and Berar, they began after the creation of the Education Departments for them in 1862-63 and 1866-67 respectively.

3. At this time, one of the important controversies in educational policies centred round the indigenous schools. One group of thinkers, which included persons like Elphinstone in Bombay, Munro in Madras and Adam in Bengal, believed that the indigenous schools should be encouraged by a suitable system of grant-in-aid and that the modern system of education should be created on their foundations. The other group of thinkers, which included most of the younger civilians who had no patience with the old Indian traditions, would have no compromise with the indigenous schools and recommended the creation of new departmental schools to replace the indigenous institutions. In Bengal and Madras, the former view was adopted while in Bombay, it was the latter policy that held the field.

4. The officers in Bombay always advocated the establishment of departmental primary schools supported either from State revenues or from the local funds and they were generally hostile to indigenous schools. They, therefore, refused to encourage the indigenous schools to the extent and in the manner they deserved and utilised all the funds available to open departmental schools; and when the local funds cess was levied, its proceeds were again utilised, not to support the indigenous schools as was done in Madras, but to supplant them through the official schools supported by the cess. As the Indian Education Commission observed :

“In Bombay there are 3,954 elementary indigenous schools with 78,205 pupils, which still lie outside the State system. There

are only 73 such institutions receiving aid from the State. The exclusion of so large a number of indigenous schools from the State system when similar institutions form an important part of the Madras system, demands some explanation. Partly owing to the dis-organisation of the country for many years before the establishment of British rule, and partly because the secular school had never taken root in the village-system as it had in Bengal, it was considered necessary by the Government, when it entered upon its task of educating the masses, to create new schools rather than to work upon the basis of improving the indigenous schools. There is evidence that the Board of Education twice in the course of their administration, in 1842 and 1847 seriously considered and abandoned the notion of working upon the indigenous system. In 1852 they introduced the system of offering small grants-in-aid to indigenous schools. In 1855, and again in 1863, and again in 1875, a census was taken, and a steady growth in the number of indigenous primary schools was recorded. The most important step in the direction of assisting these schools was taken by Mr. Poile in 1870. He assimilated the standard of instruction in the two lowest classes of the cess-school to the indigenous school course, the immediate effect of which was to place the indigenous schools in organic relation with the Department as ancillary institutions, and to ensure their stability. Mr. Poile also framed special rules for assisting indigenous schools.* It is clear, therefore, that the backwardness of the indigenous schools in Bombay, and their practical exclusion from the State system, have not been due to any want of information or to the indifference of the Department. The subject of their claims has been revived several times since 1854, and in no Province of India has more accurate information regarding their condition been obtained. *Their isolation has been due to the competition and success of the cess schools.* The Local Government at the outset considered the indigenous schools not merely inefficient, but wholly insufficient. As soon as it created its own schools, it appeared that the poverty of the native schools, and not, the opposition of the masses to education, was the cause of the general absence of education. The American War, which gave an enormous stimulus to the cultivation of cotton and so enriched the peasant proprietors in Bombay, led them to appreciate the advantages of education for their children. As fast as schools were opened they were filled. Notwithstanding the interruptions caused by famine, ten thousand scholars have been added year by year to the attendance in cess schools. With so strong a demand for instruction it was possible to raise the standard rapidly and to improve the character of the primary schools. In a very few years the cess schools had entirely left the indigenous schools behind.

* These rules were very unrealistic and never succeeded in giving financial assistance to any except a very few indigenous schools.

The imposition of a local rate, which was for five years collected on a voluntary basis, created a permanent fund for primary education; and the local board at once took an active part in the management of the departmental or cess schools. The several committees identified themselves with the improvement of their local schools and their popularity was still further increased. Every addition to the popularity and efficiency of the cess schools thus left the indigenous schools further and further in the background. Moreover, with the large attendance at the cess school the cost of its maintenance decreased, so that, while education at the cess school was more thorough than at the indigenous school, it became also cheaper. The result has been that time has only widened the gulf between the cess and the indigenous school. The masses value the education given in the former, and merely put up with the latter when they cannot obtain the former. The local boards, as trustees for the cess-payers, have spent the cess on the class schools which the cess-payers prefer. The low condition of the indigenous schools is therefore due to their inability, without more regular aid and encouragement than they have yet received, to keep pace with the cess schools.*"

5. This policy had its advantages as well as disadvantages. In Madras, the adoption of the policy of giving encouragement to private primary schools enabled Government to secure a very large expansion of educational facilities even within the limited funds then available. In Bombay, the quantitative expansion of primary education was limited, but the loss was partly compensated for by the improvement in quality and even the Indian Education Commission which, on the whole, condemned this policy of the Government of Bombay, had to admit that 'in no part of India has the standard of primary education advanced higher than in Bombay.' **

6. This policy was not greatly altered even after 1882 when the Indian Education Commission emphasized the need to encourage indigenous schools in spite of their 'comparative inferiority' on the grounds that they possessed both 'vitality and popularity'; and that they 'may be expected to improve their methods and fill a useful position in the State system of national education' if recognised and assisted. The earlier policy of indifference, competition and even of hostility continued almost unchanged and consequently the indigenous schools practically disappeared from the area of the old Bombay State by about 1900.

7. There is no need to trace any separate history for *Sayrashtra* because the Education Department of the Indian States in this area

* Report, pages 67-8.

** Report page 68.

generally followed the policies of the Education Department of Bombay State.

8. In *Berar*, the situation was partly similar and partly different. The policies in *Berar* were always influenced by the developments in Bombay. Consequently, when the Education Department was organised in *Berar* in 1866-67, it immediately introduced the local fund cess in 1868 and the proceeds were utilised for the multiplication of cess schools entirely under the Department management. The total number of official primary schools, therefore, increased from 122 with 4,442 scholars in 1866-67 to 467 with 27,844 scholars in 1881-82. The indigenous schools in this area were not, however, as numerous as in Bombay and the officials in *Berar* were more sympathetic to their development. In 1881-82, therefore, the total number of indigenous schools was reported to be 405 of which 198 were aided. This is a small percentage no doubt; but it compares very favourably with Bombay where only 73 schools out of 3,954 were aided. During the next twenty years, however, the indigenous schools in *Berar* also disappeared from the scene, they were either incorporated in the official system as aided institutions or just died down.

9. In the *Central Provinces* a census taken in 1862-63 showed the existence of 735 schools with 7,811 pupils when the Education Department was first created. The policy of the Department in this area was extremely favourable to the indigenous schools because it was determined not to neglect any "agency which could assist in the work of primary education But the indigenous schools were even fewer and more inefficient than in Bombay*." Most of the indigenous schools, therefore, were soon incorporated into the the Departmental system and the Indian Education Commission reported that only 83 schools (with 3,148 pupils) remained un-aided or uninspected in 1881-82.

10. The Indian Education Commission, 1882, recommended that a more vigorous policy for the encouragement of private enterprise should be adopted by all the State Governments. The Bombay Education Department, therefore, adopted a more liberal policy in recognising and aiding private primary schools and both *Berar* and *Central Provinces*, which were already sympathetic to indigenous schools, now showed an even greater keenness to develop private enterprise in primary education. In spite of these changes of policy however, the relative position of private enterprise in primary education in the different states of India did not show any variation. Even in 1901-02, *Bengal* and *Madras* occupied one end of the ladder and respectively had 98 and 86 per cent. of their primary schools under private management; Bombay still stood at the other

* Report of the Indian Education Commission, page 47.

end of the ladder with only 22 per cent. of its primary schools under private management; and Central Provinces and Berar came some where in between with 44 per cent. of primary schools being privately controlled.*

11. Apart from these quantitative changes, a qualitative change of great significance occurred during this period. The private primary schools now lost their 'indigenous' character. The old elasticity of organisation, the simplicity of the curriculum which emphasized the teaching of the three R's, the traditional methods of teaching—all these disappeared. The 'private' school that now came into existence was an entirely new institution. It adopted the curricula, rules and regulations, and even the teaching methods of the departmental schools; and it was different from them in two respects only: (1) its management was vested in a society or an individual and (2) its quality showed large variations. When under good management, whether missionary or Indian, they were the finest primary schools in the country; and when conducted by individuals, and especially in rural areas, their standard was even poorer than that of the departmental schools.

12. *Development of Private Enterprise (1901-37).*—Between 1901-02 and 1936-37, two different forces worked in the opposite directions. On the one hand, urbanisation was increasing rapidly; towns and cities were coming into existence and growing in population; and in all these areas, new upper and middle classes were being created. The persons belonging to these classes generally desired to give their children a better type of education than what is ordinarily available in an average public primary school and preferred to send them to private schools which charged fee but, on the whole, maintained a superior standard of instruction. The number and enrolment of private primary schools in urban areas began, therefore, to increase; and the local bodies which discovered that private schools helped to lessen the pressure of their resources, began to aid them in preference to conducting schools of their own.

13. On the other hand, more and more schools were being opened in urban and rural areas under the direct control of the local bodies to meet the rising demand for primary education; and several of the weaker private primary schools, especially those in rural areas, were gradually eliminated in the face of the competition from the public schools. Another important factor which hastened this process of elimination was the steep rise in the cost of living which occurred in this period. Private schools thrived very well in 1882 when the cost of living was low. At that time, the average salary

* Quinquennial Review of the Progress of Primary Education in India, 1897-1902, Paragraph 452.

per teacher was only about Rs. 8 per month even in public schools and almost fifty per cent. of the teachers received only Rs. 5 or so. Under these conditions, private schools could charge small fees and yet pay a wage to their teachers which was comparable with that offered to teachers in public schools. As the cost of living increased and the salaries in public schools were raised, the struggle for existence became harder and several schools which could not get students from the upper strata of society, who could pay sufficiently high fees, had no alternative but to close down.

14. Consequently, private enterprise came to play a less significant role in 1937 than in 1901. In Bombay, the number of private primary schools decreased from 1,929 or 22 per cent. of the total in 1901-02 to 1,808 or 14 per cent. of the total in 1936-37. In the Central Provinces and Berar, the fall was even more steep and it may even be said that private enterprise in primary education became almost negligible outside the big towns. As stated already, the policy of the Government in this area was favourable to the development of private enterprise. But in spite of this favourable circumstance, the indigenous schools mostly died out by about 1900 and the private enterprise of new type that arose in Bombay in this field did not develop in the Central Provinces and Berar to any comparable extent. Consequently, almost the entire field of primary education was captured by schools conducted by the local bodies. As stated already, aided schools formed 44 per cent. of the primary schools in Central Provinces in 1901-02. But in 1936-37, the aided primary schools for boys in the Central Provinces and Berar numbered only 159 in a total of 4,723.*

15. *Development of Private Enterprise (1937-57).*—When the popular Ministry came to power in the State of Bombay in 1937, a scheme of encouragement to private enterprise was launched in order to provide school-less villages with schools. Under this scheme, known as the scheme of *voluntary schools*, fairly liberal grants were offered to private primary schools that may be organised in school-less villages and an appeal was made to all social and educational workers to assist in the programme by organising private schools in as many school-less villages as possible. The response was very great and the number of aided primary schools increased from 1,808 (or 14 per cent.) in 1936-37 to 8,049 or 40 per cent. in 1941-42. But then the old history was repeated again. The Second World War increased the cost of living and in spite of the increase in grant-in-aid, the gap between the remuneration of teachers in public and private schools became so great that the number of the voluntary schools began to fall very rapidly. On return to power in 1946, the popular Government tried its best to revitalize the scheme ; but the economic

* There were besides 172 unaided schools. But the general picture remains unchanged even when they are taken into consideration.

factors were too hostile and ultimately it was decided to take over all these schools under Government, in a phased programme. The number of these schools, is, therefore, gradually declining ever since.

16. No such scheme was organised in the *Central Provinces and Berar* and consequently, the position in that area remained unchanged and if anything, the position of private enterprise deteriorated even further.

17. *Saurashtra* comes into the picture again during this period. As stated already, the Bombay Education Department lost control of the education in this area a little before the introduction of the Reforms in 1919. The Indian States who assumed the powers now were generally unwilling to develop private enterprise. When the State of Saurashtra was formed, Government assumed the entire responsibility for primary education and consequently, private enterprise was encouraged only for experimental purposes.

18. *Marathwada* also comes into the picture since the Police Action of 1948. Under the Nizam, private enterprise was discouraged in every possible way and for a time, it was even an offence to conduct a private school. Consequently, the problem of private enterprise in primary education did not just exist. When the popular Government came to power in 1948, steps were taken, for the first time, to encourage private enterprise and a scheme of *voluntary aided schools* was introduced. The original object of these schools was similar to that of the voluntary schools in Bombay; but the details of the scheme were not properly worked out. In 1952, the first year of the scheme, a local qualified person was selected as teacher and paid a lump sum grant of Rs. 300 (Usmania Sikka) at the end of the year on the production of a certificate of regular attendance from the Patil and Patwari. The only condition attached to this grant-in-aid was that the school must have functioned for at least 200 days in the year. A very large number of such schools were opened during 1952-53; but the further expansion of the scheme was given up because of a demand from the public that primary schools should be under the direct control of the State. Consequently no schools were opened under this scheme after 1952-53.

19. Very soon, the system of grant-in-aid was also changed and the schools were given a fixed monthly grant of Rs. 30. Moreover, it was also decided to take all these schools under Government in a phased programme and a proposal to that effect was included in the Second Five-Year Plan of the State. The progress in this respect has, however, been rather slow. In Marathwada also, therefore, it may be said that the history of the voluntary schools in Bombay has been repeated with some local differences.

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20. *Private Primary Schools in India (1955-56).*—The all-India policies and picture in respect of private enterprise in primary education has also changed very radically during the last fifty years owing to the causes described above. Taking India as a whole, 79 per cent. of the primary schools for boys were under private management in 1901-02. In 1955-56, the percentage of primary schools (for boys and girls) under private management was reduced to 25·6 only, inspite of the fact that the State policies of grant-in-aid have been fairly liberalised during this period and the number of unaided institutions has been reduced to 1·4 per cent. only. This reduction in the volume of private enterprise has been partly compensated for by the schools conducted by State Governments which have increased very considerably. In 1901-02, *the Quinquennial Review on the Progress of Education in India (1897-1902)* pointed out that “the schools maintained by Governments consist of the greater part of institutions in backward tracts in which there are no Local Boards and of practising schools attached to normal institutions. 197 of the schools are in Madras and of these 158 are situated in the hill tracts, 15 are schools for Muhammadons in the City of Madras and 23 are practising sections of training schools. The only other Provinces in which the number exceeds 10 are Assam (29) Central Provinces (28) and the United Provinces (23).*”. But in 1955-56 Government conducted 59,262 or 23·2 per cent. of the total of 2,63,626 primary schools in the country as a whole. The schools under the local bodies have shown the largest increase and they now number 1,33,020 or 51·1 per cent. of the total. Bengal, where 98 per cent. of the schools were under private management in 1901-02 has now gone almost to the other extreme. In 1955-56, it had 4·2 per cent. of its primary schools under State management, 85·0 per cent. under District Board management, 1·9 per cent. under municipal management and 8·9 per cent. under private management. Bihar and Orrisa, which formed parts of Bengal and Madras in 1901-02, have inherited and continued the earlier policy of encouraging private enterprise to a very large extent even to this day. In 1955-56, Orrisa had 70·4 per cent. of its primary schools under private management. (This is the highest percentage in India to-day); Bihar came next with 60·9 per cent. of its primary schools under private control; then came Travancore-Cochin with 46 per cent. of its primary schools under private management, a very large number of them being under the missions; and then came Madras (where 86 per cent. of the private primary schools were under private management in 1901-02) which has 40·1 per cent. of its primary schools under private control. Bombay shows a little improvement especially owing to the scheme of voluntary schools and, in 1955-56, it had 25·1 per cent. of its schools under private management†. Madhya Pradesh, where no

* Para 449.

† This percentage is being reduced rapidly from year to year as voluntary schools are being taken over by the District School Boards.

step to encourage private enterprise was taken between 1937 and 1957 had only 3.9 per cent. of its primary schools under private control in 1955-56. It may, therefore, be said that during the last fifty years, private enterprise has generally come to occupy the lowest position among the different agencies that operate in the field of primary education, except in some areas where it is emphasized to a slightly greater extent owing either to social circumstances as in Travancore-Cochin (where the missions play a very important role in providing primary education) or to historical accidents (as in Bihar, Orissa, or Madras). The main responsibility of providing primary education has now been squarely placed on the local bodies and the State Governments.

21. *Existing Position in Different Regions.*—The following statistics for 1956-57, which are the latest available, show the existing position of private enterprise in the field of primary education in the different regions of the State :—

TABLE NO. XVII(1).
Private Primary Schools.
(1956-57).

Region	Total No. of Primary schools	Total No. of private primary schools			Percentage of aided and un-aided private primary schools total		
		Aided	Unaided	Total	Aided	Unaided	Total
Area of the old Bombay State	30,405	4,670	334	5,024	15.3	1.09	16.4
Saurashtra ..	4,197	93	72	165	2.2	1.7	3.9
Vidarbha ..	6,609	113	47	160	1.7	0.7	2.4
Marathawada ..	3,880	692	1	693	17.8	0.02	17.8
Kutch ..	462	61	77	138	13.2	16.7	29.8
Total ..	45,553	5,629	531	6,160	12.3	1.1	13.5

It is obvious that the number of private primary schools is the largest only in the area of the old Bombay State. Here many of these schools are now being taken over by the local bodies. Next in order comes Marathawada, and here also, the voluntary aided schools will be taken over by the State Government. On the whole, therefore, it may be said that private primary schools now play only a minor role in the field of primary education in all parts of the State.

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Three important aspects of the existing position of private primary schools need mention.

(a) A very large number of the private primary schools are situated in urban areas. For instance in Saurashtra out of 165 private schools, as many as 157 are in urban areas. The same is true of Vidarbha also where 104 out of 160 schools are in urban areas. A large percentage of these urban schools charge fees, and cater mostly to the richer sections of the community.

(b) A fairly large number of the private primary schools are also situated in villages where free schools conducted by the District School Boards also exist. Several of these schools charge fees (although the rates are lower than those usually charged in urban areas) while the others are free.

(c) A very large number of institutions, especially those started under the scheme of voluntary schools, are the only schools in the villages in which they are located. A large number of these are conducted by the teachers themselves as managers; some of them are conducted by associations; and we were told that a few are also conducted by the missions.

22. *Problems of Private Primary Schools.*—In our tour of the State, a number of representations were made to us by the managements and teachers of private primary schools so that we now have a fairly good picture of their basic problems and we shall state them briefly before proceeding further :—

(a) The most common complaint came from the teachers. They do not get any definite time-scale of pay. *Ordinarily no rule is laid down that the teachers in private primary schools shall be paid the same remuneration as is prescribed for the teachers in public schools; and even when such a convention or order exists, it is not strictly enforced. In several cases, there were complaints that the teachers were not even given that salary which was shown to have been paid to them in the acquittance roll. In most schools, there was no arrangement for old-age provision for teachers and the institution of a provident fund is not made obligatory. The teachers also do not have a security of tenure, especially in proprietary schools of which a fairly large number still exist. On the whole, therefore, we found that the so-called 'economy' of the private school is being very largely achieved at the cost of the poor teacher.

(b) The most common complaints of the managements were about the inadequacy of grants-in-aid. The basis adopted for grants-in-aid at present are both inadequate and defective; a good deal of expenditure legitimately incurred by schools is not approved

* There were a few honourable exceptions to this rule especially in educational institutions of long standing and good repute. But they run into heavy deficits.

for the purpose of grant-in-aid; and even the full amount of grant-in-aid due according to the rules is not often paid on the ground that the budget provision is not adequate. In Ahmedabad, the school Board has adopted a rule that no grant-in-aid should be paid to any school which charges fees and this places them under a great financial handicap. There were also common complaints that no grants-in-aid are paid for the construction of buildings for private primary schools and that there is also no provision for the grant of loans for this purpose. A number of societies, registered under Act XXI of 1860, which are running good primary schools complained that they have to bear heavy annual deficits on account of their primary schools and that the existing rates of grant-in-aid would have to be increased very largely in the near future.

(c) The main complaints made by the Departmental officers were that a large number of private primary schools are very badly managed; that their accounts do not show a correct picture of the situation; that their standard of instruction is very often poor; and that, in several cases, they have become more a 'business' than an educational enterprise.

We have given a careful consideration to all these and several other complaints that were made to us. We find that, most of these complaints are genuine and that what we see to-day in the field of primary education is the result of a *laissez faire* policy for private enterprise which was adopted as early as 1882 and which continues to be in force even to-day, although it seems to have been modified to some extent on paper. It would be recalled that almost similar conditions prevailed in the field of secondary education in 1937 when Government decided to intervene and control the freedom of private enterprise in the larger interest of secondary school teachers. We strongly feel that action on the same lines is called for at present in the field of primary education as well. The recommendations made by us in this Chapter are based on this fundamental assumption.

23. *Remuneration and Allowances of Teachers.*—Our first recommendation is that there should be no distinction between the scale of pay and allowances of teachers in private and public primary schools. This principle has already been adopted in the case of secondary schools and it should now be extended to primary schools also. A provision to this effect should be made in the Rules of Grant-in-Aid and neither recognition nor aid should be given to a school unless this condition is fulfilled.

24. *Old-age Provision.*—Our second recommendation is that the institution of a provident fund should be made obligatory for all private primary schools. The scheme that has been now introduced for the teachers in private secondary schools and training colleges

should, in our opinion, be extended to the teachers in private primary schools also. Under this scheme, the primary teachers would be required to contribute one anna on every rupee of their salary to their provident fund account. The management would contribute one-half anna and an equal amount would be contributed by Government. The entire amount of the provident fund would be deposited in the Postal Savings Bank and shall be operated upon according to rules. We also suggest that no recognition or aid should be given to a school unless this condition also is fulfilled.

25. *Security of Tenure and Service Conditions.*—We also recommend that *all the rules which Government has now framed to give security of tenure to and to define the service conditions of teachers in private secondary schools should be extended to private primary schools as well.* The most vital interests of education demand that the State should provide a decent remuneration, adequate old-age provision, reasonable conditions of service and security of tenure to teachers in private institutions. The basic problems in these respects are the same for secondary as well as for primary education. We, therefore, see no justification for the difference that is now made in the Grant-in-aid Codes for secondary and primary schools and recommend *that the existing grant-in-aid rules for primary schools should be amended on the lines of the Grant-in-Aid Code for secondary schools and that the basic principles which may be adopted by Government from time to time to provide decent remuneration, adequate old-age provision, reasonable service conditions and security of tenure to teachers in private secondary schools should also be extended, mutatis-mutandis, to teachers in private primary schools.*

26. *Proprietary Schools.*—It has been our general experience that most of the financial scandals that are reported and the largest exploitation of the primary teachers occur in private primary schools conducted by individual proprietors. We, therefore, recommend that such schools should be discouraged. *In future, no recognition or aid should be given to private primary school which is not conducted by a society registered under the Indian Societies' Act of 1860 or by a public trust duly registered under the laws in force for the time being. The existing proprietary schools should be given a notice that they would receive no grant-in-aid unless they transfer their schools to duly registered societies or trusts within a given time and strict action should be taken against all defaulters. The only exception to the above rule would be the case of a single-teacher school conducted by the teacher in charge as the manager-cum-proprietor. There should be no objection to give recognition and aid to such schools as there is no possibility of exploitation. In rural areas, this type of a school is very common and we feel that it is essential to make an exception for it.*

27. *Increase of Grant-in-Aid.*—The enforcement of the conditions stated above implies that the grant-in-aid to private primary schools would have to be substantially increased. It must be remembered that the origin of most of these evils is financial. The teachers in private schools suffer, to some extent, on account of the exploitation of unscrupulous proprietors, no doubt. But by and large, their sufferings are due, not so much to the unscrupulousness of proprietors as to the inadequacy of grant-in-aid from the State or local bodies which compels the managements to adopt undesirable practices or to exploit the teachers. In the field of secondary education also, the experience of Government has been very similar and the evils which were so common prior to 1937 have now disappeared almost completely because the grants-in-aid to secondary schools have been liberalised sufficiently to make it possible to enforce the conditions regarding the remuneration, old-age provision and security of tenure of teachers. In the field of primary education also, Government and local bodies will have to be prepared to provide larger amounts of grant-in-aid for private primary schools, if the conditions stated above are to be really implemented in practice.

In this connection we would like to state emphatically that the old concept of looking to private schools as an 'economy' measure has outlived its utility and has also done incalculable harm to the status, happiness and efficiency of teachers. A time has, therefore, come to abandon this obsolete concept, especially because the financial responsibility for providing primary education for *every* child has now been squarely placed on the Government and local bodies. If a private school were to cease to exist all its students would have to be provided for in public schools. Theoretically, therefore, the amount of grant-in-aid to a private primary school can even be equivalent to the cost per pupil in public primary schools in the locality multiplied by the number of pupils attending the private school *minus* the income from fees, if any. Subject to this ceiling, as large a grant-in-aid as is necessary should always be given, provided that the above conditions regarding staff are fulfilled and a satisfactory standard of instruction is maintained.

For convenience of discussion, however, it is necessary to divide the private primary schools into two groups—those which charge fees and those which do not and then to decide separately the broad principles on which grant-in-aid should be regulated to the institutions in each group.

28. *Private Primary Schools which Charge Fees.*—Economy of expenditure from public revenues is possible only in the case of private primary schools which charge fees. In such cases, the

general policy of grant-in-aid should be based on the following principles :—

(1) No grant-in-aid should be given to any private primary school in which the rates of fees charged are such that the total income from fees per pupil in average attendance *exceeds* the cost per pupil in the public primary school of the locality. *Example* : In the city of Bombay, the cost per pupil in municipal primary schools is Rs. 75 per annum.

Private primary schools generally charge different rates of fees for different classes. They also have varying principles for grant of concessions in fees. A common method which would be applicable to all schools, therefore is to calculate total income from fees during the preceding year and to divide it by the average number of pupils in daily attendance during the same period. This will give the total fee income for every pupil in average attendance. According to the principle laid down above, therefore, a private primary school in the city of Bombay whose total income from fees per pupil in average attendance is more than Rs. 75 shall not be eligible for any grant-in-aid.

(2) The system of *salary grants* should be adopted for those schools which charge fees and which do not get ruled out under rule (1) above. The usual policy should be to give a grant-in-aid at three-fourths of the salaries and allowances paid to teachers only. The number of teachers would be approved by the authority sanctioning the grant-in-aid and they must be paid at the same rates which are given to teachers in public primary schools. The grant-in-aid payable to any school, therefore, would be equal to three-fourths of the total amount of the salaries and allowances paid to the sanctioned staff of teachers at the rates prescribed for teachers in public primary school *minus* half the total income from fees.

The management would be expected to meet one-fourth of the expenditure on salaries and allowances of teachers, all expenditure on account of the other staff employed and all other expenditure on rents, contingencies, etc., from half the fees that would be charged and from the other resources which it may have.

It is obvious that, in the cases of these schools, the total grant-in-aid paid per pupil would be a good deal less than the expenditure per capita in the public primary school of the locality. This economy, it must be noted, is not achieved at the cost of teachers nor at the cost of the efficiency of education. It is entirely due to the fact that the parents of the children attending these schools voluntarily come forward to pay fees and to bear a certain portion of the cost of educating them. This economy, therefore, is not objectionable from any point of view and the Department as well as the local bodies

would be well advised to give all encouragement to such schools. The only precaution to be taken is that a sufficiently large number of free primary schools conducted by the local body or any other agency are always available in the locality and that the primary education of no child is held up merely on financial grounds.

As we look at the problem, most of the private primary schools charging fees would be located in towns or big villages and would cater to the needs of the richer section of the society. Moreover, private enterprise of the future would also be mostly restricted to these schools in urban areas and a Grant-in-Aid Code based on the two suggestions made above would meet almost all the requirements of the situation.

29. *Free Primary Schools conducted by Private Enterprise.*—No ideas of 'economy' should be allowed to come in while considering the cases of free primary schools. They should be given grant-in-aid on a more liberal basis.

It has to be remembered, however, that it is no longer a responsibility of private enterprise to provide free primary education. In the early days of the nineteenth century, when education of the poor children was considered to be an object of 'charity', private enterprise was regarded as an agency of providing free primary education to the poor. But now that the State has assumed the entire responsibility for the primary education of every child—poor or rich—and primary education has also been elevated from an 'object of charity' to the 'fundamental birthright of every child' private enterprise is no longer bound to provide free primary education. Government and local bodies will, therefore, conduct free primary schools for the people and *the general presumption would be that every private primary school is a fee-charging school and shall receive aid on the basis recommended above in paragraph 28.* If the management decides not to levy fees—which it has the fullest freedom to decide it should be required to meet the deficit by donations, contributions and other resources.

But this general presumption will have the following exceptions :—

(a) When the private primary school is situated in a place where free primary schools conducted by the Government or local body also exist, the management of the school will have to satisfy the authority sanctioning the grant-in-aid that it is situated in an area inhabited by the poorer section of the community, or that it meets the requirements of the back-ward classes, or that there are other valid reasons for conducting it as a free school. It is only when the sanctioning authority is satisfied on these issues that the school would be aided as a 'free primary school'.

(b) Under Article 30(1) of the Constitution, all minorities, religions or linguistic, have a right to conduct educational institutions and under clause (2) of the same Article, such schools are

entitled to aid from State funds also. Such schools may or may not be free. If they are conducted as free schools, they should be eligible for grant-in-aid on the more liberal basis that we are recommending here. If they charge fees, they would naturally be dealt with on the basis proposed in paragraph 28. We recommend, however, that the management of these schools should have full freedom to decide whether they shall or shall not charge fees. Whatever their decision may be it should be accepted without question and the school be aided accordingly.

(c) *When a private school happens to be the only school in the locality.*—This happens most frequently in rural areas—it should not be allowed to levy fees, and its management should not be left to a religious body like a mission.

All such free schools should be given a grant-in-aid equal to the entire deficit of the school, subject to the ceiling that the grant-in-aid per capita should not be greater than the average expenditure per pupil in the schools of the local body in the locality. These schools have no source of income except the grant-in-aid and it is, therefore, natural that the grant-in-aid should be equal to their deficit or the cost per pupil in the schools of the local body, whichever is less. Financially, this principle implies that the maximum liability of the local body for grant-in-aid would not be greater than that which would have arisen if the children now attending these free private schools had sought admission to the schools of the local body itself.

30. *Experimental Schools.*—A very important contribution which private enterprise can make to the development of primary education is to conduct experimental primary schools. Private enterprise has two advantages in conducting educational experiments—it can enlist the services of devoted and idealistic workers and can also provide that internal freedom of action which is essential for experimentation. It should be the policy of the State and local bodies, therefore, to give as much encouragement as possible to institutions and educationists of standing and repute to organize experiments for the improvement of primary education.

It would not be possible to propose any general basis of grant-in-aid for such experiments. We, however, suggest that each such case should be considered on its own merits. The person or the association which desires to conduct the experiments should submit a scheme for the purpose for the approval of the Department along with the estimate of costs involved and the grant-in-aid should be equal to the actual cost. At the very minimum, however, these schools may be treated as free primary schools and given a grant-in-aid on the basis recommended in paragraph 29. There is a great need for such experiments to-day, especially in rural areas, and we

suggest that experimental schools in rural areas should be given, not only a grant-in-aid on the basis proposed in paragraph 29, but some additional grants also, if necessary.

The Grant-in-aid Code of Saurashtra has a rule under which a grant-in-aid on a 100 per cent. basis can be given to special institutions. The existing rule is not happily worded; but the principle underlying it is very sound. We believe that a special rule should be introduced in the new Grant-in-Aid Code under which grant-in-aid up to 100 per cent. of the approved expenditure may be given to sanctioned projects of experimental primary schools conducted by educationists or associations of standing and repute.

It is a good investment to spend money on research and experimentation. Grants to such experiments should, therefore, be liberal. We would like to emphasize the fact that the best results can be obtained in such experimental schools, when the liberal finances of Government schools are combined with the freedom and personnel of private schools.

31. *Amendments to the Existing Rules of Grant-in-Aid to Private Primary Schools.*—The following is the summary of the different bases on which grant-in-aid is calculated and paid to private primary schools in the different regions of the State at present :—

(a) *Area of the Old Bombay State.*—In the area of the Old Bombay State, grant-in-aid are given to all private primary schools on the same basis and no distinction is made between the schools which charge fees and those which do not.

The basis adopted for the recurring grant-in-aid is a *capitation grant* on the average attendance of children during the preceding year (at Rs. 10 per boy and Rs. 12 per girl and per pupil from the backward communities) *plus* certain *specific purpose* grants such as for (1) Dearness and House Rent Allowance at two-thirds of the rates sanctioned by Government; and (2) Trained teacher allowance at Rs. 5 p. m. per teacher; (3) Bad climate, backward area or such other allowances given to the teachers, if any.

It is laid down, however, that the total expenditure to any school should not exceed its normal admissible expenditure *minus* the fee receipts; and the grant-in-aid calculated as above may also be reduced if the standard of instruction is not satisfactory.

The practising schools attached to training institutions are given grants-in-aid at 50 per cent. of their approved expenditure direct by the Department.

Associations conducting a number of voluntary schools are given a special grant for overhead expenses at 75 per cent. of the approved expenditure.

Non-recurring grants for buildings and equipment can also be given at 50 per cent. of the approved expenditure provided the expenditure is sanctioned by Government and funds are available.

The defects in the system may be stated as follows :—

(1) The system of capitation grants is not good for the school as a whole. It serves a useful purpose when the enrolment of children in schools is to be increased ; but it is generally harmful to the interest of the teachers whose remuneration is badly affected by it.

(2) The rates of grant-in-aid are too low.

(3) Conditions vary so greatly from one part of the State to another that it is impossible to fix such rates of capitation grants as would apply to all parts of the State.

(4) The rules do not guarantee that teachers in private primary schools shall receive the same remuneration as those in public schools ; they do not provide for a compulsory provident fund ; and they do not also give a security of tenure to the teachers.

We, therefore, feel that the existing basis of grant-in-aid for private primary schools in Bombay is extremely unsuitable and recommend that it should be abandoned.

(b) *Saurashtra*.—The recognition of and grant-in-aid to all types of educational institutions (including primary schools) in Saurashtra is at present governed by the Revised Grant-in-Aid Code Rules which have been brought into force with effect from 1st April, 1954. According to these Rules, the basic principles for the award of grant to any institution are (a) the institution must meet a genuine local need and serve a purpose which otherwise the State would be required to undertake ; (b) the institution must accept and implement directives of the Department ; (c) the institution must fulfil condition laid down in the rules of recognition and grant-in-aid ; and (d) grants will be paid subject to availability of funds. The maximum rates of grant-in-aid that can be awarded to primary schools are as follows :—

School.	Grant.
Primary Schools for Boys ...	50 per cent. of its admissible expenditure.
Primary Schools for Girls ...	66½ per cent. of its admissible expenditure.

The following are the major defects in this basis :—

(1) As in Bombay, the Saurashtra Code also does not guarantee that teachers in private primary schools shall receive the same remuneration as those in public schools and it does not also provide for security of tenure or the compulsory institution of provident fund.

(2) These rules are fairly good for the private primary schools which charge fees. They would certainly cause hardship to the schools which do not charge fees.

(3) In the Saurashtra Code, the rates of grant-in-aid are the same for educational institutions at all levels from the pre-primary to the collegiate. The rates given above are more suited to secondary schools than to the primary.

We have already referred to the provision made in the Saurashtra Code for special institutions and recommended its application to the State as a whole with some modifications (paragraph 30).

(c) *Marathawada*.—Revised rules of grant-in-aid were sanctioned in the old Hyderabad State in September 1952 on an experimental basis and they were to remain in force till the end of February, 1955. But no revision has yet been made and they continue to be in force even to-day.

These rules are based on the principle of *salary grants* which has been adopted in Madras. According to them, all primary schools would get a grant-in-aid on the basis of two-thirds of the salaries (inclusive of Dearness and House Rent Allowances) of teachers and other staff at the scales sanctioned by Government *minus* all the income from fees calculated on the basis of the standard scale of fees laid down by Government, after making allowance for the concessions prescribed. Salaries of teachers deputed for training are not taken into account in this calculation and no other recurring grant is given to the schools. The rates of fees prescribed by Government are as follows :—

Section	Standard Rates of fees to be charged in	
	Hyderabad and Secunderabad.	Districts.
Primary Classes I, II, III and IV.	As. 3, 4, 6 and 8 ...	Half the rates given for urban areas.
Middle Classes V, VI and VII.	As. 12, Re. 1-0-0 and Rs. 1-4-0.	As. 6, 8 and 12.

It will be seen from the above rules that the management of the school is required to meet the following expenditure out of its own funds :—

(a) One-third of the expenditure incurred on the salaries (inclusive of Dearness and House Rent Allowances) of teachers and other staff; and

(b) All expenditure incurred on items other than salaries and allowances.

It is expected that the management would meet this expenditure, partly by collecting subscriptions and donations, partly from its endowments and other sources, if any, and partly by charging fees at rates higher than those prescribed by Government.

The following are among the more important *conditions* prescribed for giving grants-in-aid to private schools :—

(i) The managing Committees of the schools shall include, among their members, the Headmasters of the schools concerned and at least one other teacher to represent the staff.

(ii) Aided school teachers shall have a right to appeal to their respective Educational Officers for redress of grievances and safeguarding their claims.

(iii) Schools must provide for 15 days' casual leave per year for permanent teachers and privilege leave on half pay the extent of 1/22 of the period of service on certain conditions.

(iv) Terms of employment of teachers should be in the form of a written agreement.

(v) Provident Fund shall be introduced for permanent teachers.

(vi) The schools will submit audited accounts every year.

The grant-in-aid payable to a school are also subject to certain ceiling which are given below :—

Type.	For New Schools.	For Existing Schools.
	Rs.	Rs.
Middle Schools (including Primary Section).	12,000	25,000.
Primary Schools	3,000	5,000.

(Revised Ceiling Rs. 2.571).

The grants are paid in four equal quarterly instalments. The Director of Education has the power to increase or reduce the grant, and if sufficient funds are not available, the Government has also the power to apply a uniform cut to all grants.

It will be found that the grant-in-aid system which is now in vogue in Marathwada is the best that we have. In the first place, it accepts, the basis of *salary grants*. Experience in all parts of India has shown that this is probably the best basis for grants-in-aid to private enterprise because it secures a good remuneration to the teachers. We, therefore, propose that the same basis may be adopted the State as a whole.

The grant-in-aid as now given in Marathwada are a little less liberal than what they should be. We are, therefore, suggesting the following changes while extending the principle of salary grants to all parts of the State :—

(1) The grant-in-aid should be at the rate of three-fourths of salaries and allowances of teachers and not at the rate of two-thirds as laid down at present in Marathwada.

(2) No standard rates of fees should be prescribed because conditions vary from area to area and because the rates of fees will also depend upon the class of society to which the school caters.

(3) We are also suggesting that only half the income from fees should be taken into consideration while fixing the grant-in-aid.

It will also be seen that the Marathwada rules provide for security of tenure to the teachers, for their representatives on the managing committees of the schools, for certain privileges such as leave etc., and for the compulsory institution of a provident fund. These are very welcome features and we recommend that they should be made applicable to all the private primary schools in the State with certain modifications.

We think that it is not necessary to fix any ceiling for grants-in-aid on the lines laid down in the Marathwada Rules. We have proposed that the grant-in-aid per pupil should not exceed the expenditure per capita in the public primary school of the locality. It is obvious that the definition of a ceiling as we have given here is much better than the fixed ceiling provided for in the Marathwada Rules.

We also feel that the Marathwada system of quarterly grants should be adopted everywhere. It is true that, at present, grants-in-aid are paid in instalments everywhere. We prefer the quarterly instalments because they do not inconvenience the school and also do not increase the official work very greatly.

(d) *Vidarbha* :—In Vidarbha, the grants-in-aid to private primary schools were very low. As late as 1956, the total grant-in-aid payable to a private primary school was limited to one-half of its income or one-third of its approved annual expenditure, whichever is less. In special circumstances this limit could be raised to one-half of the approved expenditure or even to two-thirds in case of schools maintained for the backward classes. Besides, the grants were not assessed annually but were fixed for a period of three years at a time in theory. In practice however, it was not possible, for some reason or the other, to revise the fixed grant at the end of every triennium and consequently, the grant-in-aid to schools often remained unrevised for years and caused great hardship. One of the reasons for the very poor development of private enterprise in primary education in Vidarbha is to be found in this illiberal system of grant-in-aid.

On the 5th June, 1956, however, the rules of grant-in-aid were revised. According to new rules, grants-in-aid were reassessed to rural private primary schools at 75 per cent. of their approved expenditure

and to the urban private primary schools at 50 per cent. of their approved expenditure. The payment of these grants was subject to the condition that no tuition fees were to be charged in the schools and that the teachers were to be given the basic scale of pay, namely, Rs. 30—1—50. If a school did not fulfil any of the above conditions, it continued to receive grant-in-aid under the old rules only, that is at one-third of its total approved expenditure.

In addition to the recurring grants stated above, the rules provided for *building grants* limited to one-third of the total expenditure and for *special grants* for the purchase of equipment etc. limited to one-half of the total approved expenditure. But these grants are given so rarely that they need not be considered in detail.

It will be seen from the above that the system adopted in Vidarbha is really a combination of three systems the fixed period system, the block grant system and the proportional grant system.

Another peculiar feature of Vidarbha administration is that all private schools are aided by the Department direct and not by the local bodies as in Bombay.

The main defects of the Vidarbha Rules are the following :—

- (1) Grants fixed for a number of years cause hardship and it is always desirable to assess them annually on the basis of the expenditure during the previous year.
- (2) The rates of grant-in-aid are low.
- (3) As in Bombay, the teachers do not get a fair deal under these Rules.

We were, however, glad to find that the Vidarbha Rules are fundamentally right on two points :—

- (1) They make a distinction between schools which charge fees and those which do not and provide a larger grant-in-aid for the latter. This is a very sound principle and we have, therefore, recommended its extension to all parts of the State.
- (2) The Vidarbha Rules are also right in making a distinction between grants-in-aid to rural schools and urban schools. We find that this is also a very useful distinction and recommend that due provision for it should be made in the new grant-in-aid Code.

Some of the private primary schools in Vidarbha put forward a claim that their direct relationship with the Education Department should continue unchanged and that they should not be placed under local bodies. We cannot accept this view. There should be one agency in every area for the administration of primary schools

public and private so that all problems of overlapping and unhealthy education competition can be dealt with satisfactorily. We, therefore, feel that the system in Bombay under which the responsibility of giving grant-in-aid to private primary schools is primarily placed upon the local bodies is sound and should be extended to all areas of the State.

opp(e) Kutch :—On 4th November, 1948 the Grant-in-aid Code of Bombay State was adopted in Kutch with the main difference in that the maximum grant payable to a school should, in no case, exceed one-third of the total admitted expenditure or one-half of the local assets during the previous official year. The Rules in Kutch, therefore, have all the defects of the Rules in Bombay (which we have described earlier) and, in addition, they give even lower rates of grant-in-aid. No additional comments are, therefore, necessary on them.

32. In view of all the foregoing discussion, we make the following proposals for the revision, of the existing Code of Grant-in-Aid to private primary schools :—

(1) A reference to Chapters VI and VII will show that we have recommended that each Corporation should frame its own Grant in aid Code for private primary schools and have also suggested a machinery for preparing such a Code in a short time. We now recommend that the suggestions made by us in paragraphs 23, 24, 25, 26, 27, and 28 should be incorporated in the proposed Grant-in-Aid Code of these corporations with such modifications as may be necessary to suit local conditions. We also suggest that our proposals in paragraphs 29 and 30 regarding the free primary schools and experimental schools should also be included in these Grant-in-Aid Codes, subject to the proviso that permission to conduct free primary schools should be given to private enterprise in very exceptional circumstances only. As a rule, the Grant-in-Aid Codes for these Corporations should be based on the presumption that every private primary school is a fee charging school and that it need be aided only on the basis recommended in paragraph 28.

(2) We also recommend that new Grant-in-Aid Rules should be framed under the proposed Primary Education Act for controlling and aiding private primary schools in all parts of the State, excluding the areas under the four corporations. The following recommendations made by us should be included in this Code :—

(a) All the conditions laid down for grant of recognition and aid to Secondary Schools at present in respect of the remuneration and allowances of teachers, the institution of compulsory provident Fund, service conditions and security of tenure should also be made applicable to private primary schools (Paragraphs 22-25).

(b) Provision should be made to the effect that in future, no recognition or aid would be given to primary school conducted by individual proprietors. In the case of existing proprietary schools,

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the amount of grant-in-aid should be withdrawn if they are not transferred to duly registered societies or trusts within a given time (paragraph 26).

(c) Provision should also be made for giving grant-in-aid to schools charging fees in accordance with the principles recommended in paragraph 28.

(d) Provision should be made for giving liberal grants-in-aid to free primary schools as recommended in paragraph 29.

(e) The special provisions suggested for a private primary school which happens to be the only school in the village should also be incorporated.

(f) Provision for experimental schools on the lines recommended in paragraph 30 should also be included.

(g) Provision should be made for payment of quarterly grants-in-aid in June, September, December and March every year.

(h) Provisions in the rules should also be made for building loans and grants. Fee-charging schools should be given loans only; but the term of repayment should be long and the rate of interest should be low. Free primary schools should be given building grant at 60 per cent. of the actual or estimated cost, whichever is less. The total amount of building loan or grant should be subject to a ceiling, the amount of which may be fixed with reference to local conditions.

33. *The Role of Private Enterprise in Primary Education.*—Before concluding this discussion, it is necessary to specify the role that private enterprise should play in the field of primary education. In our discussions on this problem in the different parts of the State, we found that a number of views were very strongly advocated. One group of thinkers argued that the private enterprise should have absolutely no place in primary education. According to them, private primary schools are a result of the division of society into different classes and they enable the rich and the well-to-do people to perpetuate their educational privileges. It was, therefore, suggested that no private primary schools should be allowed to exist and that all children—rich and poor alike—should be compelled to attend the common schools organised by the State for the public as a whole. They contended further that even if private primary schools are allowed to exist, they should be given no grants-in-aid from State funds. We regret that we cannot agree with this view. In our opinion, it is a essential freedom of democratic life that the family, and not the State, shall have a prior right in deciding the type of education that its children should receive. It is this privilege that is recognised in Article 29(1) of the Constitution which gives a fundamental right to every 'section of the citizens' to conserve its language, script or culture—this can only be done through the establishment of educational institutions—

and clause (2) of the same section also implies that such educational institutions should be aided out of State funds if they do not deny admission to any student only on the grounds of religion, race, caste or language. Further Article 30(1) of the Constitution also confers a fundamental right upon all religious and linguistic minorities 'to establish and administer educational institutions of their choice'; and clause (2) of the same section assures them an equality of opportunity with all other educational institutions to receive aid from State Fund. Consequently, private enterprise will always exist in a democratic system of education and, in our opinion, it would be a wise policy to incorporate it suitably in the national system of education.

Another group of thinkers went to the opposite extreme and advocated a policy in which every encouragement should be given to private enterprise. They argued that, since private schools cost less to the State, every attempt should be made, in the existing conditions in India, to stimulate private enterprise in the field of primary education and suggested that primary schools under the control of local bodies or Government should be started only when private enterprise was not forthcoming. We cannot agree with this view either. The modern trend in India is to place the responsibility for the provision of primary education upon the State and the local bodies and not upon the vicarious and uncertain agency of private enterprise. This policy was laid down in all countries of the world as soon as primary education came to be regarded, not as a charity shown to the poor child, but as his inalienable privilege and birthright. The same policy should, therefore, be taken as the basis of the plans for the development of primary education in this State during the next 15 or 20 years and it would be a grave error to assume that private enterprise can make any large contribution to the expansion of primary education.

The fact is that the truth lies, not in one of these two extremes, but in the golden mean between them. While it is wrong to exclude private enterprise altogether, it would be an equally grave error to place too much of a reliance on it and to think that it can make a material contribution to the expansion of primary education. The days when private enterprise could have made a quantitative contribution to the development of primary education are now over. Even the old idea that private enterprise should be a measure of economy must now be largely given up. The only genuine economy that private enterprise can secure is through the levy of fees. This should be welcomed. But the State should insist that the remuneration of teachers working in private primary schools should not be less than that of the teachers in public schools and care should also be taken to see that the amount of grant-in-aid paid to all primary schools is such as would enable the private managements to pay the remuneration prescribed to their teachers without any difficulty.

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The only worth-while contributions of private primary schools in the present set up are, therefore, two :—In the first place, they will provide the necessary democratic guarantee to all minorities that they would be able to preserve their culture through educational institutions conducted by them and supported by State through a grant-in-aid. Secondly, and this is the greatest contribution that private enterprise can make to the building up of the new and progressive primary education that this country needs so badly, the private primary schools can make a qualitative contribution to the development programme of the State and conduct experiments, researches, and pilot projects. We do look forward to a time when experimental primary schools would be functioning in all parts of the State, and especially in rural areas, for fighting the battle of education on all its frontiers. This would not obviously be an exclusive group ; but we think that the private primary schools will have a place of honour in this vanguard.

In this connection, we would also like to refer to one suggestion that has been made to us. On several occasions, the primary schools conducted by local bodies are transferred to private institutions for management. This happens particularly in the case of schools which are to be used as practising schools of training institutions in rural areas. Occasionally, the managements of good secondary schools in rural areas also desire to take over the management of the local primary schools in order to improve their standards and to get better students for their own institutions. In such cases, the procedure adopted at present is as follows :—

- (1) The private institution which desires to take over a primary school for management applies to the local body for the purpose ;
- (2) If the local body concerned agrees to the proposal, it is forwarded to the Director of Education whose sanction is required for the transfer ; and
- (3) The school is considered as an approved school and aided under the Primary Education Rules, 1949.

This procedure is good and we recommend that it should continue. *We, however, suggest that a very sympathetic and liberal policy should be adopted in this respect and that every facility should be given to managements of private training institutions or good secondary schools in rural areas to take over the management of local primary schools on these lines.* With regard to the levy of fees, we suggest that such transfer should make no difference in the *status quo*. That is to say, if the school did not charge any fees while under the management of local body, no fees should be levied therein every after the transfer. Our second recommendation in this respect is that the grant-in-aid to schools so transferred should be on the basis we have recommended above in para 29 for free primary schools.

CHAPTER XVIII.

Other Educational Activities.

1. *Statement of the Problem.*—The tradition of educational administration in this State is that the local bodies are concerned mainly with primary education and only incidentally with other educational activities. The law relating to the local bodies, therefore, usually divides the educational responsibility of local bodies into two categories—obligatory and discretionary. Primary Education is the only obligatory duty prescribed, and the discretionary duties are generally defined very widely and can include any educational activity whatsoever. The following quotations, for example, from some laws on local bodies in the areas of the old Bombay State will illustrate this point :—

(1) *The Bombay District Municipal Act, 1901* lays down that it is an obligatory duty of a municipality to establish and maintain primary schools [section 54(p) of the Act]; but it can also provide, in its discretion, for “educational objects other than those set forth in sub-clause (p) of section 54 [Section 56(c) of the Act].

(2) Section 50(d) of the *Bombay District Local Boards Act, 1923* provides that it shall be an obligatory duty of a District Local Board to make adequate arrangements for “the provision of suitable accommodation for, and the visiting and maintenance of primary schools, and the payment if necessary, of stipends to persons qualifying as teachers for primary schools during the period of their training for such qualifications and the general development and extension of primary education”, and sub-section (1) of the same section also provides that a Local Board may provide, in its discretion, for “educational objects other than those set forth in clause (d) of this Section”.

(3) Section 68(1) (p) of the *Bombay Municipal Boroughs Act, 1925*, provides that it shall be the duty of a municipality to establish and maintain primary schools; and Section 71(c) of the Act provides that it may, in its discretion, provide for “furthering educational objects other than those set forth in clause (p) of sub-section (1) of section 68”.

2. *The Central Provinces and Berar Local Self-Government Act, 1948.*—lays down that it shall be an obligatory of a Janapada Sabha to undertake the “establishment, management, maintenance, inspection and visiting of schools” [section 49(1) (i) of the Act] and that it may, in its discretion, provide for the “maintenance of public institution other than schools for the promotion of education or for the benefit of the public”.

3. The quotations given above will show that the local bodies in this State have always had the statutory authority to undertake any educational activities. In practice, however, the District Local Boards have done hardly anything beyond primary education. The reasons for this are mainly financial and partly historical. When the local fund cess was first levied, its utilization was not restricted to primary education. It was then called the cess for 'education' and between 1863 and 1870, it was actually utilized for several purposes such as secondary education, primary education, training of teachers, scholarships, etc.,. The question of the objects to which the proceeds of the cess could be applied was, therefore, raised very early and the following orders issued under G. R., E. D., No. 684 of 1866 have become the basis of all subsequent policies in this respect :—

“1. As a general rule, Local Fund for Educational purposes should be restricted in the first instance to the support of primary, i.e. Vernacular, Education in any district, town or village, or other easily ascertained division.

2. Under the above head should be understood salaries of village school masters and general charges connected with village schools, building and repairs of village school-houses, and allowances to Masters under training for primary schools.

3. When the actual requirements of a district as regards primary schools have been supplied as far as possible, but not before, the Local Funds Committee may be at liberty to make assignment to other than primary education, as, for instance, the building of Taluka school-houses, providing the salaries for Anglo-vernacular teachers, etc.

4. Until the requirements of a district, town, or village, as regards both primary and Anglo-vernacular Education have been met, Local Committees shall not be liberty to make assignments to higher or to special education.....”

The expression in paragraph 3 that the cess could be applied to education, other than primary, “when the actual requirements of a district as regards primary schools have been supplied as far as possible but not before” has been the key to all subsequent history. The requirements in primary education have gone on increasing and have not been supplied even as yet. Consequently, the question of undertaking other educational objectives has not arisen at all.

4. The municipalities, on the other hand, have been freer from such restrictions. Their financial resources have always been larger and they have accordingly undertaken several other educational activities such as the conduct of pre-primary classes, secondary schools, vocational or technical schools, libraries, social education classes, primary training colleges, etc. They have freely

given grants-in-aid to higher and professional education and Corporations like Bombay conduct even medical colleges and museums. The statutory freedom to organize all educational activities has, therefore, been utilized by the municipalities to a very large extent, although, even here, there is a good deal more that can or should be done.

5. The following questions, therefore, arise in this connection :—

(a) Should the educational activities of local bodies be restricted to the provision of primary education ?

(b) If not, what other educational activities should they undertake in the immediate future, say the next ten or fifteen years ?

(c) How should these other educational activities be organised and financed ?

6. Before taking up the detailed discussion of these issues, it is necessary to point out that the problem is very acute in rural areas only. In the urban areas, Government and private enterprise are already providing a large and varied educational service so that the need for municipalities to go beyond primary education is much less. Besides, if the municipalities want to go beyond the field of primary education, it is easier for them to secure the necessary personnel and finances. As pointed out above in paragraph 4, the municipalities have conducted several other educational activities in the past and are conducting them even in the present. The problem of rural areas is, however, entirely different. Here, private enterprise is not forthcoming to the extent that is needed. There is hardly any educational provision made directly by the State. The need of broad-based educational programme organised under the auspices of a local body is, therefore, much greater in rural areas. In fact, we feel that the educational development needed in rural areas cannot be secured at all unless a bold initiative is taken by the local bodies in that behalf. And yet, the District Local Board is not adequately organised for the programme nor has it the necessary resources for the purpose. *The main object of this Chapter, therefore, is to suggest the manner in which the District Local Boards can organise a comprehensive educational programme for the rural areas.* Some of the things that we suggest here would also be applicable to urban areas. But that would be only incidental and we shall denote the nature of such application in a brief section towards the end of this Chapter.

7. *Developments in England.*—The developments in England are extremely important from this point of view. The Elementary Education Act of 1870 confined the functions of the School Boards which it created to elementary education. The Royal Commission on Technical Education reported in 1884 that “technical education

was not a thing apart, but was closely bound up with other forms of education and hence they advised that local authorities (i.e., the school boards) should be empowered to establish and maintain such schools. Similar recommendations were made by the Cross Commission (1888). The Technical Instruction Act of 1889.....gave local authorities the power to levy a penny rate to supply or aid in supplying technical or manual instruction*." In 1890, grants were also sanctioned for the purpose by Parliament out of the so-called "Whisky money". In 1902, the Balfour Act made the local education authorities responsible, not only for elementary and technical education, but for secondary education as well. They were now given powers to make the provision for secondary education in all areas where it was not sufficient, to give aid to secondary schools, and to levy a rate of 2d. for secondary education. It was also decided to make "ample provision.....for enabling selected children of the poorer parents to climb the educational ladder†" and to provide a sufficient number of scholarships to cover the costs of tuition and boarding expenses. In 1918, the Fisher Act took the reform a step further. It empowered the local education authorities to "supply, or aid the supply of, nursery schools and nursery classes" for children over two and under five years of age, or such later age as may be approved by the Board of Education, whose attendance at such a school is necessary or desirable for their healthy physical and mental development." Local authorities were also permitted with the approval of the Board of Education, to provide, maintain, or assist (a) holiday or school camps, especially for young persons attending continuation schools; (b) centres and equipment for physical training, playing-fields school baths, school swimming-baths; (c) other facilities for social and physical training in the day or evening**. It also proposed the raising of the compulsory school age to 15 and the institution of day continuation classes, although these reforms were not implemented on account of financial reasons. In 1944, a very bold step was taken and every local education authority was placed in charge of all pre-university education within its area. It was now required: (1) to make adequate provision for primary and secondary education, (2) to provide for pre-primary education for children between 2 and 5 (this duty was discretionary in 1918; it becomes obligatory now); (3) to provide for children in need of special care, (4) to secure the provision of boarding accommodation the children who need it, (5) to provide adequate facilities for full-time and part-time education for persons over the compulsory school age, (6) to provide facilities for leisure-time occupation in suitable cultural training and recreative activities and (7) to provide for part-time continued education for young persons who are not in full-time attendance.

* H. C. Barnard : *A short History of English Education*, p. 209.

† *Ibid*, p. 241.

** *ibid*, page 272.

The preceding brief history shows the local authorities in England gradually extended their activities between 1870 and 1944. They began with elementary education which was then defined to include only reading, writing and arithmetic. Gradually the sphere of their educational activities became broader and now it includes all education—pre-primary, primary, secondary, technical and further education below the university stage. It should also be noted that most of these activities were first started on a voluntary basis and through private enterprise, they were then entrusted to the local authorities on an optional basis; and finally classified as obligatory duties.

8 It would not be far wrong if we suggest that the course of educational development under the local bodies in India should also follow the same pattern. Today, the activities of the local bodies are mostly confined to primary education. We look forward to the happy day when we too shall have an Education Act like the Butler Act of 1944 in England under which each local body has been placed in charge of *all* education, up to the university standard, in its area. It is obvious that this development would take a long time to come. But it is never too early to begin a good programme and if it is likely to take a long time, the sooner we begin it the better. We, therefore, feel that certain additional educational activities should be entrusted to the District Local Boards and municipalities on an optional basis, on the lines that we have recommended in the paragraphs to follow. We feel that several local bodies would come forward to organise these activities in right earnest, and through such voluntary efforts a stage would soon be reached when a comprehensive programme of pre-primary, primary and secondary education can be developed in all rural areas of the State on an obligatory basis.

9. The obvious answer to the first of the three issues raised in paragraph 5 earlier is, therefore, a very emphatic number. Even today, the law does not restrict the educational activities of local bodies to primary education only. The restriction has been created, to some extent, by executive orders and more especially by the wide-spread belief that local bodies should not undertake any other educational work until adequate provision is made for primary education. It is quite true that programmes of universal, free and compulsory primary education have a priority over all the other programmes. But it is wrong to hold the view that no other activity should be undertaken at all until the programme of primary education is completed. Secondly, it is also equally wrong to make a watertight division between secondary and primary education. A stage is soon reached—and it has reached already in this State—when primary and secondary education would have to be integrated into one and developed simultaneously. Thirdly, there are several activities which really support or supplement the development of

primary education and which, if organised properly, would help materially in reducing the ineffectiveness and waste that is now involved in the existing programme of primary education. For all these reasons, we are strongly of opinion that the educational functions of local bodies should not be restricted to primary education any longer.

10. *Activities to be taken up.*—Coming then to the second and third issues raised in paragraph 5 above, we suggest that the District Local Boards should be permitted to undertake the following activities on an optional basis :—

- (a) Pre-primary education ;
- (b) Secondary education ;
- (c) Hostels for poor and deserving pupils from rural areas ;
- (d) Continuation and part-time Elementary Education for the children in the age-group of 11—14 ;
- (e) Vocational education for the children of rural areas in the age-group 14-18 ;
- (f) Social Education classes, and Libraries in rural areas ;
- (g) Gymnasias and recreational centres for village Youth and Adults ; and
- (h) Taluka and District sports.

With regard to each of these activities, the following three issues arise :—

- (a) Why should the activity be entrusted to the District Local Boards ?
- (b) How should it be organised ?
- (c) How should it be financed ?

We shall discuss the third of these issues comprehensively a little later. In the meanwhile, it is necessary to discuss the first two issues separately for each of the eight activities listed above.

11. *Pre-primary Education.*—The problem of pre-primary education has already been discussed in Chapter IV. All that we need state here, therefore, is that the District School Boards should be

permitted to conduct preprimary classes in rural areas in general and in the areas inhabited by the aboriginal and hill tribes in particular. They should also be permitted to give grant-in-aid to private pre-primary classes in accordance with the rules framed for the purpose by the State Government.

12. *Secondary Education.*—In the Educational Survey of the State recently conducted by the Education Department, one of the criteria was that there should be a secondary school within five miles of every village and the Survey Officer was requested to plan a network of secondary schools in all parts of the State on this basis. The result of this investigation showed great disparities between the districts. Similarly, even the existing provision of secondary schools is far from equalised between the different districts. This can be readily seen from the following tables :—

XVIII—10.

TABLE No.XVIII (1).

Provision of facilities for Secondary Education in Rural Areas.

Serial No.	District.	Total No. of Secondary Schools required in rural areas (on the basis of Survey).	Existing No. of Secondary Schools in rural areas.	Additional No. of Secondary Schools needed in rural areas.	Total rural population of the District (1951).	Total rural population served by Secondary Schools.	Total rural population yet to be served.	Enrolment in rural Secondary Schools per 10,000 of rural population served.
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
1	Greater Bombay ..	..	....	....	....	....	....	....
2	Ahmednagar ..	..	58	53	1,215,937	388,099	827,838	63
3	Dangs ..	..	2	1	47,377	2,013	45,364	273
4	East Khandesh ..	..	37	24	1,004,068	192,040	812,028	108
5	Kolaba ..	..	31	22	813,055	76,402	736,653	230
6	Kolhapur ..	..	56	54	1,031,303	119,152	912,151	71
7	Nasik ..	..	35	29	1,066,497	177,896	888,601	64
8	North Satara ..	..	82	70	1,035,844	366,210	669,634	81
9	Poona ..	..	48	42	1,122,182	143,940	978,242	113
10	Ratnagiri ..	..	57	35	1,606,321	375,092	1,231,229	121

11	Sholapur	..	..	48	8	40	1,054,829	155,664	899,165	93
12	South Satara	..	..	46	11	35	753,519	339,437	414,082	56
13	Thana	33	10	23	965,674	121,438	844,236	104
14	West Khandesh	45	2	43	951,313	124,926	826,387	83
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Total of the Region ..				578	107	471	12,667,919	2,582,309	10,085,610	89
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15	Ahmedabad	18	5	13	676,920	110,263	566,657	162
16	Amreli	9	9	230,873	4,736	226,137	82
17	Benaskantha	..	..	29	....	29	657,643	55,730	601,913	27
18	Baroda	..	..	80	16	64	899,951	404,266	495,685	74
19	Broach	..	..	53	7	46	579,866	145,983	433,883	110
20	Kaira	..	..	47	21	26	1,178,941	128,678	1,050,263	353
21	Mehsana	..	..	51	21	30	1,151,199	472,040	679,159	86
22	Panchmahals	..	..	45	2	43	1,013,301	111,348	901,953	69
23	Sabarkantha	50	16	34	637,369	162,119	475,250	106
24	Surat	68	28	40	1,446,935	613,885	833,050	125
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Total of the Region ..				450	116	334	8,472,998	2,209,048	6,263,950	115

XVIII—11.

Serial No.	District.	Total No. of Secondary Schools required in rural areas (on the basis of Survey).	Existing No of Secondary Schools in rural areas.	Additional No. of Secondary Schools needed in rural areas.	Total rural population of the District (1951).	Total rural population served by Secondary Schools.	Total rural population yet to be served.	Enrolment in rural secondary schools per 10,000 of rural population served.	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	
25	Aurangabad	..	77	....	77	1,013,308	26,262	987,046	48
26	Bhir	..	33	3	30	741,351	55,144	686,207	57
27	Nanded	..	30	2	28	817,318	29,932	787,386	58
28	Osmanabad	..	51	11	40	1,054,072	96,985	957,087	84
29	Parbhani	..	64	64	858,023	3,488	854,535	108
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Total of the Region		255	16	239	4,484,072	211,811	4,272,261	69	
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30	Akola	..	15	6	9	741,238	25,411	715,827	248
31	Amaravati	..	46	13	33	747,838	118,193	629,645	143
32	Bhandara	..	99	4	95	980,164	97,361	882,803	43
33	Buldhana	..	30	11	19	726,559	93,059	633,500	89
34	Chanda	..	20	1	19	885,274	25,634	859,640	44
35	Nagpur	..	53	1	52	661,732	6,983	654,749	30

36	Wardha	..	..	42	2	40	413,203		674
37	Yeshmal	..	..	32	4	28	816,070	56,961	59
Total of the Region ..		337	42	295			5,972,078	430,738	105
38	Gohilwad	..	..	57	1	56	702,162	15,175	117
39	Haler	..	..	12	1	11	389,099	10,731	184
40	Kutch	..	..	21	3	18	456,535	31,816	74
41	Madhya Saurashtra	..	..	53	....	53	637,895	42,315	97
42	Sorath	..	..	45	2	43	676,356	44,464	309
43	Zalawad	..	..	17	....	17	346,251	51,893	68
Total of the Region ..		205	7	198			3,208,298	196,394	140

13. Even a glance at the above table would show how backward the condition of secondary education is in rural areas. The number of secondary schools is inadequate; their enrolment is very small as compared to that in urban areas; the average rural secondary school is a purely academic school with a very poor school plant—building and equipment alike; there are hardly any diversified courses; hostels are badly needed but they do not generally exist; and poor and intelligent students need scholarships to continue their education further, but these are not available. All these deficiencies of rural secondary education have to be removed if equality of educational opportunity is to be given to the rural child.

14. We would also like to state our conviction that secondary education in rural areas cannot now be developed on the basis of private enterprise alone. The secondary Schools in urban areas have been developed by private enterprise and several persons, therefore, argue that rural schools also should do the same. But we are afraid that, in making such statements, adequate allowance is not being made to the differences in the situation. The secondary schools in urban areas began several years ago at a time when people were more charitably minded than they are at present and the number of schools which asked for charity was also limited. Today the newly established rural schools have to build themselves up at a time when the fountain of charity is drying up and the number of mendicants has become disproportionately large. The rural schools will, therefore, need large non-recurring grants for buildings, equipment, hostels, teachers' quarters, organisation of diversified courses etc. and it is possible to get this money only if local bodies come forward either to conduct such schools or to give liberal recurring and non-recurring grants to existing secondary schools in rural areas.

15. We, therefore, suggest that the District Local Boards should be made definitely responsible for the proper development of secondary education in rural areas. With this object in view, they may —

(a) Conduct secondary schools providing diversified, courses in such places in rural areas where private enterprise is not available; and

(b) give non-recurring grant-in-aid or loans to existing secondary schools in rural areas for construction of school buildings, staff quarters, purchase of equipment, starting of diversified courses, etc.

With regard to (a) above, we would like to make it clear that we do not wish the local bodies to conduct just the academic type of secondary schools. This field is already over-crowded and it is no use over-crowding it still further. If the local bodies conduct secondary schools at all, they should be of the diversified type.

With regard to (b) above, we would like to make it clear that the local bodies should give only non-recurring grants or loans to private secondary schools in rural areas. The recurring grants would be paid by Government.

16. There is another important activity needed to help the intelligent rural boys to receive secondary education, viz., the award of scholarships. We believe that the District Local Boards should introduce a large number of High School Scholarships (on the broad principles of the High School Scholarships awarded by Government at present) for poor and deserving children from the rural areas. The Scholarships should be given on the basis of the P. S. C. Examination.

17. *Hostels*.—Another great need of the rural areas at present is hostels for poor and deserving students. At present hostels for backward class students are being aided by Government. Some of these hostels are cosmopolitan hostels where some poor students from the communities, other than backward are also admitted along with the students from the backward communities. But by and large, there are hardly any hostel facilities today for educating a poor and deserving boy from rural areas who does not belong to the backward communities. In fact, thousands of poor families in rural areas are today in a condition that is even worse than that of the families from backward communities; and yet they have no assistance whatsoever in educating their children who may be very brilliant. We have no quarrel with the hostel facilities that are now provided for the students of backward communities. They are all richly deserved and badly needed. We also feel that they should be continued and even expanded. What we feel, however, is that a stage has now been reached when it is necessary to provide additional and separate funds for the higher education of poor and deserving boys from all communities, irrespective of caste or religion. We suggest, therefore, that a humble beginning in this direction should be made by the District Local Boards as early as possible.

18. The activities of the District Local Boards in this behalf should take the following forms :—

- (1) To conduct hostels under the direct control of the District Local Boards;
- (2) To give non-recurring grants or loans for buildings of such hostels; and
- (3) To give recurring grants for such hostels.

19. The hostels that we contemplate here would be for High Schools as well as for pupils in class V—VII.

20. We are of opinion that the education of its intelligent boys is a first responsibility of the community. We, therefore, feel that each District should take upon itself the responsibility to give secondary education to all its poor and deserving boys irrespective of caste or religion. This service is extremely needed in rural areas at the moment and a beginning, however, small, may be made there.

21. *Continuation Education in the Age-group of 11—14.*—Our ultimate objective is to introduce compulsory education for all children in the age-group of 6—14. Till the end of the third Five-Year Plan, however, we propose to introduce compulsion for the age-group of 6—11 only. As a preparation for the programme of introducing compulsory education in the age-group of 11—14, it will be necessary to begin part-time continuation education for that age-group even from now.

22. A very large number of children leave school at about the age of 10 or 11 after having attended the primary school for some time between the ages of 6—10 or 6—11. Many of them desire to continue their studies further; but they cannot do so because the primary schools work on full time-basis and they cannot attend them, because they have to work for a living. It is, therefore, necessary to provide for part-time education of these children on a voluntary basis.

23. These classes should generally be held in the evening for an hour and a half, either daily or even for three days in a week. A special syllabus would have to be drawn up for these classes. Provision would have to be made for teachers — the primary teachers would do this job gladly — and they would have to be given a salary for the purpose. There should be regular annual tests of the students.

24. These classes which would first begin on a voluntary basis would, in course of time, be made compulsory. When that stage is reached, education could be made compulsory in the age-group of 11 — 14 — full-time for those who can attend the day-school and part-time for others. As the economic condition of the people improves, the need for this part-time instruction would become less and less and ultimately full-time education in the age-group of 11—14 would be compulsory.

25. It is obvious that this activity is closely allied to primary education and it is, therefore, extremely essential for the District School Boards to organise it as early as possible. The Bhise Committee made this recommendation as early as 1949; but it has not yet been acted upon. We recommend that this work may be taken up as early as possible.

26. *Part-time Elementary Education Classes for the Age-group of 11—14.*—A large number of children in the age-group of 11—14 are absolutely illiterate, either because they never went to school in their childhood or because they left it before acquiring literacy. These are at that impressionable age when educating them is fairly easy. The general experience is that they are enthusiastic to learn. They can also be expected to be more regular in attendance and more amenable to discipline than the boys of 14 and above. In all our discussions with the social workers, therefore, we found that the proposal to bring these children of the age-group of 11—14 into special classes and to give them education in a special course was very warmly supported. The common view on this subject was that these classes of children in the age-group of 11—14 would be far more successful than those of persons beyond 14 and that, if an intensive programme for this age-group were to be developed, the problem of liquidating adult illiteracy can be more easily and successfully tackled. We, therefore, feel that this should be another important programme to be organised by the District Local Boards.

27. A clear distinction has to be made between the continuation classes organised for the age-group of 11—14 and these part-time elementary education classes for the same age-group. The former are meant for those who have completed Standard III or IV before the age of 11; and the latter are for those who did not go to school at all or who have completely forgotten the little they learnt when they were at school. This difference in content will imply a different syllabus and a change in methods. Otherwise the same organisational pattern would do for both these activities.

28. Obviously, this activity also is complementary to primary education and the District School Board will have to organise it through its teachers on the same principles on which social education classes are organised at present.

29. *Vocational Education for the Children of Rural Areas in the Age-group of 14-18.*—At present, there are hardly any arrangements for the vocational education of children in the rural areas. Several rural boys desire to study some vocation with the object of making a living. But they cannot learn the vocations of their choice because no such facilities exist at present. The small-scale and Cottage Industries Department has a number of peripatetic schools for such vocations as tanning and leather-work, weaving and dyeing, pottery, etc. We feel that no useful purpose is served by creating such multiple agencies. It would be far more desirable to concentrate all such educational activities, and place them under the unified and central control of the District Local Boards who, according to these proposals, would be in charge of general and vocational education for the rural areas in their charge.

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30. *Social Education Classes and Libraries in Rural areas.*—At present, the work of social education is organised through a separate agency. In the area of the Old Bombay State, there are five City Social Education Committees for Bombay, Ahmedabad, Sholapur, Poona and Jalgaon and two Regional Social Education Committees which are in charge of the entire work in the two regions, Gujarat and Maharashtra. The Regional Social Education Officers are the Secretaries of these Committees. There are also Social Education Sub-Committees of the District Development Boards at the District level. The Regional Committees produce the necessary literature, register social education workers, organise propaganda, etc, and the District Committees assist them. Classes and activities are organized, on a voluntary basis, through Social Education workers, who are mainly primary teachers, under the supervision and guidance of the Inspecting Officers. The workers conducting the classes are paid grants through the department at the rate of Rs. four per illiterate made literate. Social Education is also organized by the Project Administration in the Community Development and National Extension Service, where there are two social Education Organizers, a man and a woman, for each block. They organize, in addition to classes, cultural and recreational activities for which funds are made available by the Project administration.

The Social Education pattern in the new areas of the State is different from that of the old Bombay State, and at present the *status quo* has been maintained. In Vidarbha, there is a separate Social Welfare Department which has been looking after social education independently. Services of primary teachers under the Janapadas are, however, availed of for conducting classes on a remuneration of Rs. 10 per month. In Saurashtra this activity is organized both by the Development Department and the Education Department. The latter has a Chief Social Education Organizer who organises the programme in co-operation with the District School Boards which pays the workers at a fixed rate of Rs. 12 per month and Rs. 5 as contingencies. In Kutch, the Education Department is in charge of the work as in Saurashtra, but there is no special officer. In Marathwada also the Education Department is directly managing social education. Each Social Education Centre is sanctioned Rs. 17 per month for the allowance of the worker and contingencies or Rs. 3 for each illiterate made literate.

The expenditure incurred by the State through the Education Department in each region in 1956-57 on Social Education is as follows :—

		Rs.
Old Bombay State	...	8,26,409
Vidarbha	..	45,837
Marathwada	...	11,861
Saurashtra—Kutch	..	2,27,893

The work of Social Education is not making satisfactory progress for several reasons. But the most important among them is that the work is to be done mostly by the primary teachers and the Regional Social Education Committees have no hold on them. We are definitely of opinion that good progress in Social Education can be achieved only when an institutional approach is made, that is to say, when every primary school becomes a community centre and conducts Social Education work as one of its own important activities. In China, where very good results were achieved, every primary school became a People's School and it taught, not only the children of the village, but their parents also. If good results are demanded in Social Education, this institutional approach shall have to be adopted and that can be possible only if the work of primary education is combined with that of Social Education. We discussed this concept with the Maharashtra and Gujarat Regional Social Education Committees and were glad to find that it was unanimously welcomed. We, therefore, propose that the District School Boards would be responsible for administering the scheme of Social Education Classes and Village Libraries within their areas.

31. *Gymnasia and Recreational Centres for Village Youth and Adults.*—Not much need be said about this very essential and very popular activity in the countryside. We expect that the District Local Boards would recognise and give grants-in-aid to gymnasia in accordance with the Regulations framed by them and that they would train leaders in physical education. The Recreational Centres and holiday and school camps should also be conducted by the District School Boards.

At present some of these institutions are developing nicely under the Community Development Programme. What they need is some central direction and some permanent organisation to keep them going. We think that the District Local Boards can play this role efficiently.

32. *Taluka and District Sports.*—There is a great need to develop inter-village activities and we feel that the District Local Boards can play a very important role in this sphere.

33. It will be seen from the above that, if these educational activities are entrusted to the District Local Boards, they will come in close and multiple contact with all age-groups of the rural public. Pre-primary education will involve them with the mothers and the children in the age-group of 3 to 6. Then will come primary education which, along with the programme of social and continuation education in the age-group of 11—14, will involve them with all children in the age-group of 11—14. The development of secondary education and the scheme of the award of scholarships will bring

them in contact with the selected intelligent children in the age-group of 14—18 and a large part of the other children in this age-group would be involved in the programmes of gymnasia and recreational centres, vocational education and Taluka and District sports and other forms of inter-village competitions. The programme of Social Education and libraries will bring them in contact with the adult citizens — men and women. These activities are, therefore, inter-related and when taken together, they will enable the Boards to make an impact on rural life as a whole.

34. In practice, all these responsibilities of the District Local Boards would be managed by the District School Boards on their behalf. We have proposed the democratisation of the District School Boards and taken them closer to the people through the creation of Taluka and Village School Committees. This second proposal of expanding their educational activities on the lines given above would create a comprehensive educational service which would bring them in close and more intimate contact with the people and complete the process of democratisation started by the decentralisation of authority at the Taluka and Village levels. It is also evident that all these programmes can be conducted with the greatest ease if a net of pre-primary, primary and secondary schools is created and an attempt is made to develop them as community centres. The additional activities proposed by us will enable the local bodies to create or to assist in the creation of such a network of schools and then to utilize them for the education and advancement of the rural public as a whole.

35. *Finance.*—We shall now turn to the last but the most important problems of finance. The first suggestion is that Government should transfer all the funds that it now spends on these activities to the District School Boards. But that would hardly be enough. We, therefore, propose that the District Local Boards should be allowed to levy a local fund cess of not less than one and not more than two annas on every rupee of land revenue for all these activities, for further development of primary education. We feel that land revenue can be most conveniently increased under the conditions that obtain at present. It has been suggested to us that good economic justification to double it at once; but instead of that, we are proposing a much smaller increase through the cesses. It is already being levied at three annas out of which 15 pies go in for primary education. We have also proposed to increase it by one anna for primary education (Chapter XV) and we now suggest that it may be increased still further by one or two annas. The District Local Boards themselves will need some additional revenue for their other activities. We, therefore, think that the total levy of the cess may be increased to eight annas in a rupee out of which 51 pies would be reserved for education and 45 pies for other purposes. Of

the 51 pies reserved for education, not more than 12 to 24 pies should be assigned for all educational activities other than primary education.

36. It will be noticed that we do not propose to allocate any of the existing resources of the District Local Boards to these new activities. It is entirely an optional matter for a District Local Board to undertake or not to undertake any or all of these activities. It will also be for the District Local Board in the first instance to decide the amount of the additional local fund cess to be levied for the purpose. But if a District Local Board decides to levy an additional cess for the purpose of these activities the sum thus collected should be credited into a separate General Education Fund which would be specially maintained for the purpose. The District School Board would administer this Fund and conduct all these activities, on behalf of the District Local Board, in accordance with the rules and regulations framed for the purpose from time to time. We further recommend that all these activities should be assisted by Government on the same principles on which similar institutions or activities conducted by private enterprise would be aided.

37. *Other Educational Activities of the Municipalities.*—As we have stated earlier in paragraph 6, there is no urgent need in urban areas for the municipalities to organise these other educational activities. We believe that the municipalities need not undertake any activity in the field of secondary education at present, except for conducting secondary schools for very poor children, either free or at very low rates of fees. They might try to develop technical and vocational education on a larger scale. Several municipalities are already taking a keen interest in the development of social education and recreational and cultural activities for the adults. These may be expanded wherever possible. The municipalities may also conduct or aid pre-primary schools, creches and Children's play centres. As in the case of rural areas, we suggest that the municipalities also may levy an educational cess for giving financial support to these other activities and Government should consider sympathetically the question of giving grants-in-aid to them on account of these activities.

CHAPTER XIX.**LEGISLATION AND IMPLEMENTATION**

In the course of Chapters V to XVIII, we have tried to suggest a programme for the reform of the administration of primary education. In this concluding Chapter of this Volume, we shall discuss the special measures that have to be adopted for implementing this programme.

2. We are of opinion that a greater emphasis has to be placed on the implementation of a programme than on its preparation. The formulation of a good and a realistic plan is difficult no doubt; but the difficulties inherent in implementation are far greater, and if adequate provision for a proper implementation is not made in the plan itself, the results are often very unhappy. We have, therefore, given our earnest consideration to the problem of implementing the proposals made by us and we shall describe them briefly in the paragraph that follows.

3. As we look at the problem, we are now at the threshold of an era of grant expansion and improvement in the field of mass education. The Central Government has decided categorically that all children in the age-group of 6-11 should be brought into schools by the end of the Third Five-Year Plan. By the time this goal is reached, there would be considerable expansion of education on a voluntary basis in the age-group of 11-14 and some of the more progressive areas would even be in a position to introduce compulsory education till the age of 14. By the end of the fourth or fifth Five-Year Plan at the latest, therefore, compulsory education till the age of 14 may be introduced in the country as a whole. Besides, the drive for the qualitative improvement of primary education has already been undertaken by all State Governments and even now intensive attempts are being made to integrate primary education with the needs of the local community, to improve the general education, training and remuneration of primary teachers, and to make the curriculum of the schools more varied, more activity-centered and more practical. This drive is expected to proceed side by side with the programmes of expansion so that, by the end of the next 15 to 20 years, every child in this country would receive good primary education of not less than seven years on a compulsory basis. We are, therefore at a turning point in the history of primary education in this State when a survey of all that has gone before has to be taken and its lessons have to be incorporated in the plans for the next 10 to 20 years. The implementation of this Report, therefore, is only the first step in a continuous and intensive process of planning, implementation, evaluation and readjustment of plans or further planning, that would go on for the next 15 to 20 years. We, therefore, propose to provide for the implementation of this Report, a type of machinery which

can be gradually but easily developed to suit the implementation of the larger and more comprehensive programmes that would be undertaken during the next 15 to 20 years.

4. *Aspects of Implementation.*—When a new scheme for the administration of education is visualized, its successful implementation depends upon four major factors. The first of these is the enactment of the necessary legislation; the second is the creation of the administrative machinery required for the purpose; the third is the provision of necessary finances; and the fourth, and probably the most important, is the selection and training of the required personnel. The second of these has already been discussed in Chapters V—XVIII. The third has been discussed in part in Chapters V—VII, X and XV and some other aspects of the problem that have not been noticed so far will be discussed in detail in the second Volume of the Report. We shall, therefore, proceed to discuss the first and the fourth of these factors seriatim.

5. *Legislation.*—From the discussions contained in Chapters V—XVIII, it will be obvious that the following legislation will have to be undertaken to implement this programme :—

(a) We have suggested several amendments to the Bombay Municipal Corporation Act, 1888. These have been discussed in Chapter VI and their connected summary would be found in Chapter XX. These will need a separate Act.

(b) Similarly we have suggested amendments to the City of Nagpur Corporation Act, 1948 (*vide* Chapter VII and XX for details). These will need a second Act.

(c) We have also suggested amendments to the Bombay Provincial Municipal Corporations Act, 1949, (*vide* Chapters VII and XX for details). These will need a third Act.

(d) We have suggested that all municipalities should be required to make a minimum contribution, based on the total income of the municipality during the preceding year, towards the expenditure on primary education (*vide* Chapters VI and X). A section to this effect will have to be provided in the Primary Education Act or in all the municipal Acts and the power will have to be reserved to Government to define (1) "total income", (2) to fix the percentage of the total income to be contributed for primary education from time to time, and (3) to fix the time and the manner of its payment into the primary Education Fund. If this can be done by a section in the Primary Education Act, the problem becomes simpler. Otherwise, a number of amending Acts would be necessary. This is, however, a problem for legal experts to decide.

(e) What we have said in the preceeding sub-paragraph applies also to Village Panchayats which, according to our proposals, will contribute a percentage of their income to the local School Fund.

(f) The Bombay Primary Education Act, 1947, itself will have to be drastically overhauled. The main changes required in the Act are :—

(i) *Preamble*.—This will need some amendment in view of the proposal to entrust additional functions to School Boards (Chapter XVIII).

(2) *Chapter I*.—The areas of all Corporations will have to be excluded from its operation (Chapters VI and VII).

(3) *Chapter II*.—Provision will have to be made for the constitution of School Boards of authorized municipalities on the new lines we have proposed (Chapter IX). School Committees will have to be constituted for the non-authorized municipalities (Chapter XI). Similarly, provision will have to be made for the constitution of District School Boards, Taluka School Committees and Village School Committees on the lines recommended by us (Chapter XIV).

(4) *Chapter III*.—Powers and duties of the bodies mentioned in the preceding paragraph will have to be redefined as suggested by us (Chapters IX, XIV and XVIII).

(5) *Chapter IV*.—The basis of the classification of municipalities into authorized and non-authorized (Chapter VIII) will have to be incorporated in the Act or the Rules.

(6) *Chapter V*.—Additional provisions will have to be made here regarding Assistant Administrative Officers, Headmaster-cum-supervisors, and Office-superintendents, Head-Clerks and accountants of School Boards (Chapters XIV and XVI). Provision will also have to be made for the Transfer Committee (Chapters IX and XIV).

(7) *Chapter VI*.—This chapter deals with the introduction and enforcement of compulsory education. The presence of this chapter in the Act raises a fundamental issue whether this part of the law should be separately passed or incorporated in the Primary Education Act itself. At present we have the following additional laws on the subjects :—

(a) The City of Bombay Primary Education Act, 1920.

(b) The Madhya Pradesh Primary Education Act, 1956.

(c) The Hyderabad Compulsory Primary Education Act, 1952.

It will not be possible to repeal the first of these Acts because the Bombay Primary Education Act, 1947, does not apply to Greater Bombay. In the new set up proposed by us, its provisions

will have to be amended and extended to the other three Corporations of Nagpur, Poona and Ahmedabad. Hence Chapter VI, as amended, will mostly repeat the provisions of this Act for the sake of mofussil areas. We, therefore, feel that *it would be better to have a separate Act for compulsory education based on Chapter VI of the Bombay Primary Education Act, 1947, and the three Acts mentioned above and to make it applicable, to the State as a whole.* The same practice is followed in several states. If that is done, Chapter VI may be deleted altogether.

(8) *Chapter VIII.*—This chapter will have to be entirely recast in view of the recommendations made by us in Chapters V—VII, X and XV.

(9) *Chapter IX.*—No change is recommended.

(10) *Chapter X.*—Provision will have to be made for alterations in the constitution of the State Board of Primary Education and for the creation of Divisional Boards of Primary Education (Chapter V).

(11) *Chapter XI.*—Section 63 will have to be amended so as to confer the residuary power to make regulations to the School Boards—municipal or district (Chapter XIV).

(g) The proposals made by us regarding the increase in Local Fund Cess and giving additional powers of taxation to Village Panchayats may require legislation for amending the Acts governing the constitution of District Local Boards and Village Panchayats.

(h) The Bombay Primary Education Rules, 1949, will have to be very largely recast and notified under the new Act. The changes are too numerous to be indicated here. But suggestions for the changes needed will be found in all parts of our Report.

(i) Steps will also have to be taken to prepare model regulations for the guidance of School Boards—municipal and district. Several suggestions for these have been made in different chapters of this Report and it is not necessary to enumerate them here again.

6. *Creation of a Special Unit for Financial and Administrative Matters.*—It will be seen from the preceding discussion that the task of preparing the new Legislation to implement these proposals is very heavy. A reference to Chapters V—VII, X and XV will show how huge and far-reaching is the task of changing the existing system of grants-in-aid. *Our first recommendation in this behalf, therefore, is that a special unit for the implementation of the financial and legislative parts of this Report should be created in the office of the Director of Education as early as possible.* For this purpose, an additional post of a Deputy Director of Education should

be created and he should be placed at the head of this unit which would consist of two wings. One wing will deal with financial problems including the refixation of grant-in-aid on the lines we have recommended in Chapter X and XV. The other wing will deal with the administrative problems such as the framing of the Act, Rules and Model Regulations, the constitution of all the different bodies visualised in our proposals and enabling them to start their activities.

7. A broad outline of the work of the financial or grant-in-aid wing has already been given in Chapter X. The functions of the other wing will include the following :—

(a) Preparation of detailed memoranda on the various recommendations made in this Report for the consideration of Government ;

(b) Taking the necessary preliminary measures for the drafting of the new law for primary education ;

(c) Preparing the draft of the Rules to be framed under the Act and taking all steps necessary to notify them under the Act and to bring them into force ;

(d) Preparing the necessary model regulations required under the Act ; and

(e) Taking all the steps necessary to set up the different bodies visualised in this Act such as the State and Divisional Boards of Primary Education, the District School Boards, the School Boards and Committees of authorized and non-authorized municipalities and the Taluka and Village School Committees and to enable them to start functioning.

8. Our emphasis on the creation of a special machinery for the purposes stated above would be fully justified if we remember what happened in the past. The Chandavarkar Committee on compulsory primary education was appointed by Government in 1921. It submitted its Report in 1922 and the Primary Education Act based on it was passed on 22nd February 1923. But the Rules under the Act were notified as late as on 10th October 1924 i.e. after about nineteen months. The earliest District School Board was formed in 1924-25 but some Boards did not take charge till 1931-32. The new system of grant-in-aid introduced by the Act could not be worked out for some years, and then a special officer had to be appointed in 1930 to regularise the whole thing. The same experience of delays and difficulties was repeated in 1938. This Act created the State Board of Primary Education, but the first Board could not meet earlier than in 1940 ! Similarly, although the Primary Education Act was passed in 1947, the Rules were notified in 1949 ! The contributions of non-authorized municipalities were fixed on a new

basis by the Act in 1947. It took two years to work out the details of the proposal and the exact basis of the contributions was announced only in 1949. What is worse, the contributions of several municipalities have not been finalised as yet, although nine years have passed since the new basis was adopted ! If such were the delays and difficulties experienced in 1923, 1938 and 1947, what may happen now can be easily imagined. The changes proposed by us are revolutionary, and the volume of work involved in the implementation of this Report is much larger than that in 1923, 1938 or 1947, partly because of the comprehensive and far-reaching character of our proposals and partly because of the big size of the State. In Marathawada and Kutch, the local bodies have nothing to do with primary education so far and an immense amount of detailed work will have to be put in to set up the new machinery visualised by us in these areas. There are no units at the District level in Vidarbha and these will have to be created. There are no agencies at the Taluka level in Saurashtra and the area of the Bombay State and these also will have to be created. The programme of the Village School Committees is vast and will have to be organised all over the State. The grant-in-aid system has to be entirely overhauled and the amount of detailed work it would involve is simply enormous. If proper justice is to be done to this huge task and if delays of the type experienced in the past have to be avoided, it is absolutely essential to create such a unit as early as possible.

9. We do realise that there is a planning cell in the office of the Director of Education. While this cell would continue as an organ of over-all supervision and co-ordination, *we feel that a separate planning cell is needed for primary education.* It must be remembered that more than 50 per cent. of the State budget on education is spent on primary education only and that this proportion will increase even further in the next few years. Besides, the problems of administration and finance are far more complicated at this level than at any other. It would, therefore, be not only desirable but almost unavoidable to create a special planning cell for primary education. If this idea is adopted, the special unit we are proposing for the implementation of this Report will ultimately develop into the planning cell that is needed as a permanent part of the office of the Director.

10. *Establishment of a Research and an Evaluation Unit.*—If the complex problems of primary education are to be solved satisfactorily in the near future, it is necessary to organise research, educational experiments and pilot projects and periodical evaluation of programmes undertaken and it is essential to provide a permanent machinery within the Department to carry out these functions.

In so far as research is concerned, we have already referred to the problems of the transfers of teachers. Several other administrative

and academic problems on which research is badly needed will be indicated in the Second Volume of this Report. We need not anticipate that discussion and our purpose would be served if we state that research in the different administrative and academic problems of primary education is urgently needed on a fairly large scale.

The same can be said about educational experiments and pilot projects. The difficulty from which we suffer at the moment is that we either generalise an idea all at once or do not accept it at all. If it were possible, under the normal system of administration, to provide laboratory conditions for all new ideas, a good deal of waste can be avoided. In such cases, all new ideas would be accepted as provisional hypothesis, tried out on a limited scale either as an educational experiment or as a pilot project, evaluated, and if found successful, generalized in the light of the evaluation. In a democratic government, provision for such laboratory work is indispensable and we, therefore, feel that a suitable organisation for this activity is also needed for primary education. *We, therefore, recommend that some agency to conduct experiments and pilot projects on the lines recommended by us should be created.*

Finally, it is also necessary to provide an organisation for evaluation of work and schemes undertaken from time to time. The need for this function is so obvious and so widely accepted today that we need not stress it with any detailed arguments.

We, therefore, suggest that, in collaboration with the special unit for implementation suggested above, *there should be a second unit connected with research, evaluation and conduct of educational experiments and pilot projects.* There is already a Research Bureau in the office of the Director of Education. We feel that it should be adequately strengthened and converted into the Research, Experiment and Evaluation Unit we have visualised here.

11. *Publications.*—Another important suggestion that we have to make is the need to educate public opinion on the reforms that are now being contemplated and on the ideology behind them. This task is extremely important because all this scheme is to be implemented through the people, instead of through *Government Officers*. What usually happens is that all our literature, legislation, plans, programmes, etc. remain in English. The average member of the School Boards does not follow it and gets handicapped in his work and the co-operation he can give to Government gets restricted. Our plans have to reach, not only all members of School Board—municipal and district—but also all members of the Taluka and Village School Committees, all members of municipalities and village panchayats all primary teachers and even a large number of parents.

It is, therefore, absolutely necessary to produce the necessary literature on the subject in Marathi and Gujarati.

It is also necessary to keep up this flow of literature and to issue a journal for the use of the District School Boards, the Taluka School Committees, the Village School Committees and the Inspecting Officers, on the administrative aspects of the problem of primary education. We have only academic journals of the Department on primary education; and even assuming that they are adequate to educate the teachers, we still have no journal devoted to the study and discussion of the problems of administration. We have no means today for cross-fertilising educational activity by broadcasting the good work done by public agencies from one part of the State to another. We, therefore, feel that it is absolutely essential for the Department to conduct a *Journal of Educational Administration* devoted especially to the problems of primary education.

On the whole, therefore, it would be desirable to create a publication wing as part of the programme of implementing the proposals of this Report. The details of its work can be determined in due course after its creation is once agreed upon.

12. *Types of Personnel.*—We shall now turn to the fourth and the most important aspect of implementation, viz., the selection and training of the personnel required for the proposed reorganisation. It may be broadly divided into two groups—officials and non-officials. The official group includes (1) Administrative Officers, (2) Assistant Administrative Officers, (3) Head Masters-cum-Supervisors, (4) Head-Masters of primary schools, (5) Primary teachers, and (6) Office-Superintendents, Head-Clerks, Accountants and other clerical staff. The non-official personnel includes in urban areas, the members of (1) the Education Committee of Corporations, (2) the School Boards of authorized municipalities, and (3) the School Committees of non-authorized municipalities. In rural areas, it includes the members of (1) the District School Boards, (2) the Taluka School Committees and (3) the Village School Committees. If this scheme is to be successful, it is necessary to take adequate measures for the proper selection and the training of all these groups of officials and non-officials.

13. *Administrative Officers.*—We shall first consider the problem of Administrative Officers. It is our general opinion that the quality of educational officers, and particularly of Administrative Officers, leaves much to be desired. An Administrative Officer must be a person with a good personality and a persuasive and pleasing temperament. He must have a good grasp of the problems of primary education as well as all of the techniques of education.

He has to supervise the work of hundreds of teachers and it is, therefore, highly desirable that he should have some knowledge and skill in personnel management. His position as an Officer of Government who is required to work under a democratic body is both difficult and delicate. On the one hand, he has to secure the confidence of the non-official members and to lead them in the proper direction. On the other hand, he has also to see that certain overall policies laid down by Government are followed faithfully by the local body which has been entrusted to his care. This is a task which requires great tact and capacity to handle the difficult situations which arise with unusual frequency. Speaking broadly, therefore, we feel that the task of an Administrative Officer is so important and difficult that it is necessary to select the best men we can for the purpose and to train them adequately.

14. What has been said above of the Administrative Officers is also true of Assistant Administrative Officers. And taking the existing personnel of both Administrative and Assistant Administrative Officers and applying the standards given above, we cannot help feeling that this problem has received only a scanty attention from the Department so far and, in order to improve the situation, we make the following proposals :—

(a) The best officers in the Education Department should be set aside for work as Administrative Officers.

(b) at present, the persons who work as Administrative Officers of District School Boards and major authorized municipalities draw their own pay in class II and a special pay of Rs. 30 p.m. We think that this is too low a remuneration to tempt the best officers to be Administrative Officers. We, therefore, suggest that it should be increased to Rs. 50 at least.

(c) We were really very much disappointed with the type of persons that are working either as Assistant Administrative Officers or as Administrative Officers of the smaller authorized municipalities. There is a great scope for improvement even in the existing small cadre of staff at this level. But the urgency of the problem will be much greater in the future because we have recommended a large increase in the number of posts at this level. In Chapter VIII, we have recommended a policy of more liberal classification of municipalities as authorized. Many small municipalities, therefore, will now become authorized and they will really need a very competent administrative officer to assist them. We have also recommended the creation of Taluka School Committees and the appointment of Assistant Administrative Officers to these posts. These also will have to be very competent persons. We, therefore, think that it would be desirable to create a special cadre of Assistant Administrative Officers and to give them a special scale of pay which would be less than that of Class II but more than

that of the Assistant Deputy Educational Inspectors. If this is not possible, and if it is decided that they should get the same scale of pay as the Assistant Deputy Educational Inspectors and belong to the same cadre, we suggest that the best Assistant Deputy Educational Inspectors should be selected for this work and that they should get a special pay of Rs. 30—50 (depending on the size of the municipality or the Taluka or Tahsil) while working as Assistant Administrative Officers.

(d) All Administrative and Assistant Administrative Officers should be given a special training of three months preferably before they start their career in the administrative line. If that is not possible for any reason, they must be trained within the first year of their appointment. The syllabus of training should include history of primary education in Bombay State, problems of primary education, broad acquaintance with the system of primary education in other States of the Indian Union and some prominent countries of the world, a detailed knowledge of the Primary Education Act and Rules, administrative techniques and office procedures, Bombay Civil Service Rules, all financial procedures and accounts, personal management, methods of supervision and inspection, etc. The training should also include some field work and observation in addition to the instruction in the classroom. This training should be followed by one month's apprenticeship as Supernumerary Administrative or Assistant Administrative Officer attached to some important and well-organised office. This brief outline may be taken as only an indication of the training required. It would not be difficult for the Department to draw up a detailed programme of training in due course.

(e) Direct recruitment to these posts is not desirable and no one should be selected as an Assistant Administrative Officer unless he has three years' experience as an Inspecting Officer. For selection as Administrative Officers inspecting experience of five years should be required.

(f) Annual Seminars of Administrative Officers are extremely desirable. These should be organised on a Divisional basis for a period which may vary from 4 to 7 days. In the initial stages, there would be many problems to discuss and hence, longer seminars are indicated. The Educational Inspectors and Deputy Educational Inspectors should be required to attend this seminar where all problems of primary education would be discussed.

(g) The present system of asking the Chairman to write a confidential report on the Administrative Officers should be discontinued. It serves no useful purpose.

15. *Inspecting Officers.*—The quality of our Assistant Deputy Educational Inspectors leaves much to be desired. The low scales of pay are the main difficulty and we recommend that these should be

improved as suggested jointly by us and the Integration Committee for Secondary Education. We shall then be able to attract a better type of persons to this cadre.

It is not only the Administrative and Assistant Administrative Officers that need training. We feel that some kind of specialised training is necessary for the Inspecting Officers also. The syllabus outlined by us in paragraph 13(d) above can be adopted for them with modifications. It is a great pity that we equate the B. T. or M. Ed. degrees with all training. This is not correct. Inspecting Officers need a special job-training to orientate them to their work. We have to evolve a realistic and intensive programme for this and the sooner we do it, the better.

In so far as Inspecting Officers for primary education are concerned, we would not like to make any difference between their training and that of the administrative staff, partly because the cadre would be interchangeable; but mainly because the nature of the two tasks is either similar or complementary. We, therefore, recommend that all Assistant Deputy Educational Inspectors also should be trained compulsorily in a specialised course of the type visualised in paragraph 13(d) above.

There should be annual District Seminars of all Assistant Administrative Officers in each District on the lines we have suggested in paragraph 13(f) above.

16. *Clerical Staff.*—We also visualise special training courses for Office-Superintendents, Head-Clerks and Accountants and annual seminars of these on a Divisional basis. A special programme for this should be worked out by the Department.

17. *Head-masters-cum-Supervisors.*—We feel that it is necessary to improve the method of selecting all Headmasters of primary schools. We also feel it is essential to organise a special training course of three months for all Head-masters of first-grade primary schools. Annual seminars for them will also have to be organised on a District basis.

18. There is one aspect about "training" which we would like to emphasize here. Training is essentially an educational process and includes (1) the imparting of information, (2) the teaching of necessary skills and (3) the creation of right attitudes, values and interests. In most of our training programmes, an almost exclusive stress is laid on the first; some attention is paid to the second, and the third is almost entirely neglected. It is, however, obvious that it is upon the creation of the right values and attitudes among the officials that the success of local government will largely depend—a point that was emphasized by Lord Ripon as early as in 1882. We,

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therefore, suggest that in the training programmes for officials (and this is equally applicable to the training of non-officials also) all these three objectives of training should be equally emphasized, and if at all any distinction is to be made, the highest emphasis should be placed upon the third objective, *viz.*, the building up of the proper values and attitudes.

19. *Training of Non-Officials.*—So far, we have considered the training of officials only. We shall now turn to the training of the non-official personnel required for the scheme.

No effort for the training of non-officials involved in the administration of primary education has yet been made in this State. In view of the decentralization and democratization that we are visualizing, however, it is absolutely essential to take up the problem now in right earnest. For this purpose, a programme of publications is very useful and we have already discussed it above in paragraph 11. In addition to it, we suggest the organization of occasional conferences; and better still, the organisation of a continuous programme of seminars of 3 to 5 days at all levels. For instance—

(i) The Joint-Director in charge of Primary Education should convene two annual seminars each year—one for all chairmen of the authorized municipalities and another for all chairmen of the District School Boards—in Marathi and Gujarathi areas separately, thus making a total of four seminars;

(ii) The Deputy-Directors of Education should organise, in consultation with the chairmen of the District School Boards, two or three seminars of the chairmen of the Taluka School Committees by grouping the districts suitably. They should also organise two or three seminars for the chairmen of the School Committees of non-authorized municipalities; and

(iii) The District Inspectors of Education should organize, in consultation with the chairmen of the Taluka School Committee, seminars for chairmen of Village School Committees.

Besides the above, occasional seminars for the selected members of (1) the District School Boards, (2) the School Boards of authorized municipalities, (3) the Taluka and Village School Committees and (4) School Committees of non-authorized municipalities will also have to be organised on a District basis from time to time.

20. *Organization of Seminars.*—We would like to emphasise here that a good deal of careful planning and efficient execution is necessary in order to obtain the best results from the Seminars which, according to our proposals, would be organised on a very large scale and would become an important and continuous activity of the Education Department. *We, therefore, suggest that a special*

unit should be created for this task. It should consist of a class II officer who would be assisted by a suitable number of persons of the status of Assistant Administrative Officers. A senior Administrative Officer who has a special aptitude for this type of work should be selected to be the head of this unit.

21. The principle objectives of each seminar would be the following :—

(a) To collect information regarding any experiment or exemplary work that is being done in any area, with a view to broadcasting it to other areas ;

(b) To ascertain the difficulties that are experienced in the working of the existing system ;

(c) To discuss and suggest remedies for overcoming the difficulties experienced ;

(d) To survey the progress made in the development of primary education in the different areas and to decide future policies ;

(e) To inform all concerned regarding the latest orders and policies of Government, and

(f) To secure better public relations and to secure better public co-operation for the programme of expansion and improvement of primary education.

22. Careful preparations should be made for each seminar sufficiently in advance and all participants should be requested to make their suggestions regarding the items to be discussed. There should be a competent Director for each seminar and it would always be desirable to invite one or two educational experts in the area to attend them and to assist in the discussion. Proceedings of the seminars should be maintained and circulated to all concerned.

23. The organization of seminars of this type would set up a continuous process of internal evaluation and reform within the Department which is very badly needed at present, and it is only on this basis that the efficiency of administration can be maintained in a period like the present when the process of social and educational change has become far faster than in any earlier period in history.

24. *Public Relations, Propaganda and Publicity.*—If the larger programme for the expansion and improvement of primary education that we visualise is to be implemented in a short time through the active co-operation of the people, it is obvious that intensive efforts would have to be made to mobilize non-official co-operation by building up good public relations and by organizing large-scale propaganda and publicity. About half the children of school-going age do not attend school as yet. Most of these are girls and an intensive campaign of public education is necessary to overcome the

traditional resistences in this respect and to bring the enrolment of girls in primary schools on par with that of boys. The standard of education in most of our schools is far from satisfactory and intensive efforts would have to be made to improve it and to build up better relations between the school and the community than those that obtain at present. Besides, the people as a whole have to be made alive to the importance of mass education and have to be trained to make more organized efforts and larger sacrifices for the provision of better education and welfare facilities for their children. The Education Department has never made any strenuous efforts in this direction so far and a stage has now been reached when planned, organised and intensive efforts are necessary. *We, therefore, suggest that a special unit for public relations, propaganda and publicity be created in the Education Department as early as possible in order to assist in the implementation of the programme of expansion and improvement that has been visualised in this Report.*

25. *Institute of Educational Administration.*—We feel that the different sections whose creation has been suggested above have to work in a co-ordinated fashion in order to obtain the best results. We, therefore, recommend that Government should establish, as early as possible, an *Institute of Educational Administration*. It should have separate wings for (a) Research, Experiments and Evaluation, (b) Training of Official Personnel, (c) Training of Non-Official Personnel through Seminars and Conferences, (d) Publications and (e) Public relations, propaganda and publicity. This Institute should be placed under a senior and competent officer of the status of a Deputy Director of Education. The person to be selected for the post must have a fairly long experience of administration at different levels and should also have some training college experience.

26. This Institute should maintain a good library of books on the administration of education. A nucleus for this library is already available in the office of the Director of Education. This library should be transferred to this Institute to begin with and further additions could be made in due course.

27. Among the various activities which may be conducted by this Institute the following may be mentioned :—

- (a) To conduct training courses for all administrative personnel on the lines recommended earlier in paragraphs 14-17 ;
- (b) To conduct research, experiments and evaluation on the lines that may be decided from time to time (*vide* paragraph 10) ;
- (c) To organize seminars and conferences for officials and non-officials as suggested in paragraphs 14-22 ;
- (d) To bring out the publications of the Department ; and
- (e) To remain in charge of public relations, propaganda, and publicity for the Department as a whole.

28. It is necessary to realise that the different wings of this Institute would be more effective when they are made to function in a co-ordinated and the mutually complimentary manner than when they operate in isolation. The seminars would provide the Institute with a clear knowledge of the problems that are being faced in the field and of the various difficulties that are arising in the day-to-day administration of primary education. Some of these problems and difficulties would be examined by the Institute in consultation with the Department and necessary proposals of remedial measures would be made on the merits of each case and in good time. On other problems and difficulties, it may be necessary to conduct further investigations and research, or even to organise experiments and the pilot projects. In such cases, we visualise that the Institute would obtain the necessary orders of Government and then submit its findings for further action. Besides, this wing would also undertake the evaluation of the programmes undertaken by the Department from time to time and make its suggestions for improvement. The results of all such researches, investigations, experiments, pilot projects and evaluations would be of a great use for instruction in the training courses as well as for the conduct of the seminars and conferences. The Publication wing would broadcast the findings of all the investigations and discussions to all concerned and make their benefits available even to those who would not have an opportunity to attend them. Finally, all these activities would automatically help in building up better public relations and organizing educative propaganda for the successful implementation of this vast programme. We, therefore, wish to emphasise, not only the creation of the five different wings suggested by us in paragraphs 10-23, but their co-ordination with one another by placing them under the unified control of the Institute of Educational Administration. Needless to say, the Institute would be directly subordinate to the Director of Education and would work in close collaboration with his office.

29. *A Modified Proposal.*—It would be a very good thing indeed if it would be possible for Government to accept the scheme outlined above in toto and to establish the Institute of Educational Administration at an early date. We, however, realise that, inspite of extreme desirability of the proposal, it may not be possible for Government to provide all the fund required for this Institute. If this were to be the case, we suggest the following modified proposal for the consideration of Government :—

(1) The Research Section which is already functioning in the office of the Director of Education should be strengthened by the addition of one or two officers and be placed in charge of such of the activities described above as can be immediately undertaken.

(2) Of the various activities described above, the most important is that of training the officials and non-officials, involved in the

programme. We, therefore, suggest that the largest emphasis should be placed on this activity and it should be organised on as large and intensive a scale as possible.

(3) It is very necessary to prepare the minimum necessary literature in Marathi and Gujarati with regard to ideology and implementation of the new scheme. The production of this literature should be given priority.

(4) The development of this section into a fullfledged Institute of Educational Administration should be left to further development in due course as the necessary personnel and funds become available.

30. Before we conclude this discussion, we would like to emphasize the need to make all the comprehensive preparation that we have outlined above for the implementation of the proposed scheme for the expansion and improvement of primary education. Our past traditions in this respect are not very happy because we have been generally content to equate the implementing of a new scheme of primary education with the passing of a new Act. It has to be remembered, however, that "legislation can do little more than prepare the way for reform"; and that the implementation of reforms in primary education which ultimately concerns almost every member of society—man, woman and child involves a good deal more than mere-legislation. In fact, an immense undertaking like the provision of free and compulsory primary education of a high standard to every child in the age-group of 6—14 lays "unprecedented obligations upon both public authorities and the private citizen. It may make all the difference between a happy and glorious future for our country and an unhappy and inglorious one. To make it a real success, the full co-operation of every citizen is required. " *To secure this co-operation and to enable every public authority involved in the programme to discharge its duties efficiently is the real implementation. It can only be attempted through an educational programme of the type we have visualised above.

* H. C. Dent : The Education Act, 1944, page 4.

CHAPTER XX.

SUMMARY OF RECOMMENDATIONS.

Recommendation.

Chapter and
paragraph.*General Principles of Integration.*

1. Integration should replace the existing heterogeneity and complexity of administration by a new uniform and simple system applicable to the State as a whole. But we also feel very strongly that introduction of a uniform system should not imply a mere extension of the Bombay practices to other regions ... (I-6)
2. Integration should mean the evolution of the most suitable system of administration, after considering the advantages and disadvantages of every system now in vogue in each region of the State and after paying due regard to the different systems of administration that are in force in the various States of the Indian Union or even in other countries of the world ... (I-7)
3. In the proposed plans for integration, there should be no undue emphasis on the creation of a mechanical uniformity of administration in all parts of the State ... (I-9)
4. We should welcome diversity as essential for providing an administrative machinery suitable to the local conditions which vary largely from one part of the State to another and should recommend the adoption of uniformity only in those cases where diversity cannot be permitted in public interest ... (I-10)
5. In evolving the new pattern of administration for primary education, there should be an appropriate balance between centralization and uniformity in minimum fundamentals and decentralization and diversity in every thing else ... (I-13)
6. A realistic programme of development of Primary Education should include schemes suited for all the areas of the State ... (I-15)
7. In preparing the Third Five-Year Plan of the Bombay State, care should be taken to see that (a) universal and compulsory primary education is introduced for all children in the age-group of 6-11 in all parts of the State, and that (b) several programmes of consolidation and improvement are also simultaneously included in the plan ... (I-17)

Recommendation.	Chapter and paragraph.
8. Due care should be taken to conserve the good features of the administration of primary education in every region. These should be extended to other areas also, wherever possible or necessary ...	(I-17)
9. It should be a part of every scheme of integration to devise adequate measures to make the transition smooth and easy ...	(I-18)
<i>Duration of the Course.</i>	
10. We are basing our proposals on the assumption that, for reasons beyond our control, the total duration of the education course (up to the Bachelor's degree) would be reduced to fourteen years ...	(II-11)
11. It is almost universally agreed that the degree course should cover a period of three years. This leaves us with a total period of eleven years for the primary-cum-higher secondary course; and as there is an almost unanimous agreement on the provisions of a pre-university course of one year (which is the same as the last year of the higher secondary school), we are left only with a period of ten years for the primary-cum-secondary course ...	(II-12)
12. The Government of Bombay would be well advised to eliminate the term "middle school" and to adopt a system in which the entire period of school education is divided into two stages only — primary and secondary ...	(II-15)
13. In Vidarbha, the Indian Middle Schools should be integrated with the primary schools so as to form a single continuous integrated course. The Indian English Middle Schools should be integrated with the High or the Higher Secondary Schools, so as to form a single integrated course of six or seven years. In this new pattern, the Indian English Middle Schools should be designated as lower secondary schools ...	(II-16)
14. In Marathwada and Kutch all middle schools which are attached to primary schools should be amalgamated with them so as to form a continuous course of primary education and designated as upper primary schools. Those which are attached to High Schools should be integrated with the latter and designated lower secondary schools ...	(II-16)

Recommendation.	Chapter and paragraph.
15. There is hardly any justification either for the continuance of the Infant Class in Kutch and Marathwada, or for its reintroduction in other areas. We, therefore, recommend that the infant classes in Kutch and Marathwada should be abolished as early as possible	(II-19)
16. The total duration of the primary course should be fixed at seven years in all the regions of the State	(II-20)
17. In Vidarbha, the duration of the primary course should be reduced to seven years by the transfer of class VIII to the High School ...	(II-21)
18. This course should be further divided into two sub-stages—a lower primary of four years and an upper primary of three years	(II-22)
19. Secondary schools should be encouraged to develop lower secondary classes and even lower primary classes	(II-27)

General Pattern of School Classes.

20. The proposed general pattern of school classes to be adopted in the State as a whole will be as follows :—

(a) There would be an integrated primary course of seven years divided into two stages—

Lower Primary—Class I-IV.

Upper Primary Class—V-VII.

(b) A pupil may branch off to secondary education at two points—after Class IV or VII.

(c) There will be a public examination at the end of Class VII which will not be compulsory.

(d) Classes V-VII would be either upper primary or lower secondary depending on whether they are integrated with lower primary classes or secondary (or higher secondary) classes. The upper primary classes should be subject to the Primary Education Act and Rules, while the lower secondary classes, to the Grant-in-aid Code for Secondary Schools.

Recommendation.

Chapter and
paragraph.

(e) At the end of Class VII there will be—

(i) a high school course of three years leading to the pre-University course of one year;

OR

(ii) a higher secondary course of four years leading to a three year degree course.

There will be public examinations at the end of both these courses

(II-28)

21. Measures necessary to adopt the new uniform pattern in all regions would be :—

(a) Abolition of the infant class in Kutch and Marathwada ;

(b) Transfer of class VIII to the High School stage in Vidarbha ; and

(c) Provision of the secondary course of three years and the higher secondary course of four years in old Bombay State area, Saurashtra, Kutch and Marathwada

(II-29)

Need for Uniformity.

22. Our considered opinion is that the subject of the pattern of school classes is so fundamental a problem that no diversity can be permitted therein on a regional basis

(II-30)

TEACHING OF ENGLISH AT THE PRIMARY STAGE

The Controversy.

22(1). On the whole, there is a general demand in all parts of the State that the teaching of English at the middle school stage for which provision already exists in Vidarbha and Marathwada should not be disturbed and that it should be reintroduced in the area of the old Bombay State, Saurashtra and Kutch also as early as possible

(III-7)

22(2). Matters have obviously come to a head and it is extremely undesirable to prolong the present conditions of uncertainty, bitter controversies and unhappy agitations by delaying the decision. We, therefore, feel that Government should decide the issue finally by April next at the latest and, whatever the decision, its implementation should start from June, 1959 when the schools will reopen for the next academic year

(III-8)

The Position of English in Indian life and Education.

22(3). We are glad to find that there is an overwhelming support to the acceptance of the following pattern as the ultimate goal of a national language policy :—

- | | | |
|------------------|-----|--|
| Primary stage | ... | 1. Mother-tongue ; and
2. Hindi. |
| Secondary stage | ... | 1. Mother-tongue (or a combined course of the Mother-tongue and Sanskrit);
2. Hindi ; and
3. English (on an optional basis) or Sanskrit.
For those whose mother-tongue is Hindi, the priority would be—
1. Hindi or a combined course of Hindi and Sanskrit ;
2. Any other modern Indian language ; and
3. English (on an optional basis) or Sanskrit. |
| University stage | ... | English to be a compulsory subject but not a medium of instruction. |

It was also agreed by almost all the persons who gave evidence before us that it should be regarded as a primary duty of Government to strive its utmost to realise the ultimate goal of the language pattern described above as early as possible.

We attach very great importance to this general agreement which we found in respect of the ultimate language pattern to be evolved for India.

(III-13-15)

The Decision of 1948—An Evaluation.

22(4). In such revolutionary programmes, (viz., the reduction of the importance of English) the general educational system of a State can only follow a decision in administration. It was the decisions of Bentinck to adopt it (1) as a language of administration and courts and (2) as a medium of all higher education that introduced English in our schools and popularised its study. The importance of English in the schools can, therefore, be reduced only

Recommendation.	Chapter and paragraph.
when these basic decisions are reversed and prior (or at least concurrent) steps are taken to reduce its importance in the administration and the universities	(III-22)
22(5). We cannot visualise any successful and planned programme in this fundamental problem of the status of English in administration and education unless it is prepared and executed jointly and simultaneously by the Central and State Governments together	(III-25)
22(6). In spite of this over-all recommendation, we still find that there is a large area in which the States can and should act on their own to reduce the undue importance of English. (For instance, immediate introduction of regional languages in administration and courts, correspondence with the Central Government in Hindi, encouragement to educational experiments to reduce the time devoted to English in schools, training of teachers of English, grants to universities for preparing text-books etc.)	
We would welcome any vigorous action in these areas from the State Governments without waiting for a directive from the Centre, but we also feel that the freedom of the States should not go beyond this	(III-26)
22(7). The decision of 1948 to abolish the teaching of English from the Middle School stage was really the first step of a wider programme for reducing the undue importance of English in Indian life. No one doubts the validity of its ultimate objectives. No one even challenges the bonafides of Government and it is universally agreed that the decision meant well. But the haste with which it was adopted, the isolated fashion in which it was conducted, and above all, the total failure to carry out the inseparable reforms implied in this revolutionary change—all these tend to vitiate the value of the experiment and to indicate that the time to reconsider it has arrived	(III-28)
<i>Was the Experiment of 1948 Educationally sound.</i>	
22(8). On the whole, we were left with the impression that not enough research and experimentation has yet been done in this fundamental aspect of education (i.e., to determine the number of years	

Recommendation.

Chapter and
paragraph.

that should be devoted to the study of English at the school stage) and that no adequate thought seems to have been given to it as yet. It would be wrong to say that the experiment of teaching English for four years only at the school stage has been successful and that its educational soundness is fully demonstrated. At the same time, it has not also been possible to show that it is wrong or unworkable. In fact, there is a body of public opinion in its favour and there is a good case to give it a further and more careful trial

(III-40)

Non-Controversial Seven-point Programme of Reform.

22(9). We are all unanimously agreed on the following conclusions and recommend that they should be immediately considered by Government :—

(i) It is a primary duty of Government to reduce the undue importance which English has at present in Indian life and education and that educational and administrative reforms to this end should have a priority in the reconstruction of the country.

(ii) The national pattern for the study of languages described earlier should be accepted by Government as the *ultimate* goal to be reached and a firm declaration to the effect should be made at an early date.

(iii) The removal of English from the middle school stage cannot be treated as an isolated reform in education. It shall have to be regarded as a part of a comprehensive programme of reform—both administrative and educational—calculated to secure the desired objective of reducing the importance of English from the position of a second language—the mother-tongue being the first—to that of a third language in the national pattern for the study of languages.

(iv) No programme for the reduction of the undue importance of English in school education can succeed unless its importance is simultaneously reduced in the administration and the universities. Top priority should, therefore, be given to the removal of English from the administration and the Courts and the emphasis that is now placed on the knowledge of English of the candidates to be recruited for posts under Government should be

abandoned altogether. The same priority should also be given to the adoption of the regional languages as media of instruction by the universities and to all the reforms involved in this proposal, such as the preparation of text-books, publication of suitable reading material, the evolution of terminologies, etc.

(v) It is necessary to carry on experimental work on a sufficiently large scale to evolve better methods of teaching and to train specialised teachers of English with the object of reducing the period to be devoted to its study at the school stage and to raise standards.

(vi) No programme for reducing the importance of English in Indian life and education can succeed fully unless it is planned and implemented on an all-India basis. The Government of India should, therefore, be moved to prepare a national programme for the reduction of the undue importance of English. This programme should include action taken by the Government of India itself on such lines as (a) the adoption of Hindi as the language of administration and the courts, (b) holding of the all-India examinations in Hindi and other regional languages, etc, and also the measures which would have to be simultaneously adopted by all the State Governments.

(vii) While the measures indicated above are being adopted, we shall be passing through a transitional period, during which English will not be having the great importance which it enjoyed under the British Rule ; nor will it have reached the stage which has been assigned to it in the ultimate national pattern for the study of languages. Certain special programmes and measures will have to be adopted during this transitional period. This period of transition should be as brief as possible

(III-41)

Removal of English from the Administration and Courts.

22(10). We have come to the conclusion that the Government of Bombay has done little to adopt the regional language as a language of administration so far and that it has even put the clock back in such attempts which were already being made in Saurashtra and Vidarbha. This policy will have to be

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paragraph.

totally abandoned if any progress in the right direction has to be achieved in the near future ...

(III-42)

22(11). We therefore make the following recommendations in this respect :—

(1) The Government of Bombay should decide to adopt the regional languages in its administration and courts. A specific declaration to this effect should be made as early as possible and not later than June 1959.

(2) A definite programme to achieve the goal recommended above should be worked out and published for the information of the public as early as possible.

(3) It is essential that all the Departments of Government should work together according to schedule in order to implement so difficult and a comprehensive programme. We, therefore, recommend that a special Department should be created for this purpose and placed under a very senior officer of the status of Joint Chief Secretary to Government. This Department should be directly under the Chief Minister of the State who should assume personal responsibilities to see that the programme of adopting regional languages in administration is being properly implemented. It should be the duty of this Department to see that all the necessary basic literature required for the administration is rendered into the regional languages and made available to all concerned. It should also be responsible for the overall programme for the adoption of regional languages in administration and to see that every Department discharges the responsibility placed upon it under the programme satisfactorily and punctually. It should also be required to publish a six monthly report on the progress achieved in this respect. This report should be formally presented to the legislature and discussed.

(4) It will not be possible for the officers of any department to look to this work in addition to their own normal duties. We, therefore recommend that a separate unit should be created in each Department for the removal of English from the administration. This unit should be directly under the

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head of the Department and responsible to him. It shall be the main function of this unit to see that the programme of switch-over from English to the regional languages is properly implemented. Its work will be supervised by the Head of the Department, by the minister-in-charge and also by the special Department under the Chief Minister.

(5) We also recommend that a special standing committee of the legislature should be set up to watch over the progress of this transformation. It would be very desirable to make this a non-party programme and to elect the representatives of all the parties in the legislature on this committee.

(6) The problem of the language to be used in courts is a little more difficult. Here, consultation with the High Court and the Supreme Court as well as the permission of the President of India would be necessary.

We feel that nothing short of the herculean measures suggested above would achieve the objective of removing English from the administration and the courts. But as no educational reform can succeed in the absence of this transformation, we recommend that the measures indicated above should be adopted by Government as early as possible

(III-43)

English at the University Stage : Reforms.

22(12). The first step which the universities will have to take is to permit the use of modern Indian languages as media for examination. Then the teaching in the class-room will have to be permitted partly through English and partly through the mother-tongue. The text-books in English will have to be used until those in modern Indian languages become available and English terminology will also have to be adopted as a transitional measure. In the course of a few years, this difficulty would disappear and it would be possible to use the regional languages as media of instruction at the university level without any difficulties and any danger of a fall in standards

(III-44)

English at the School Stage : Reforms.

22(13). The following reforms should be adopted by Government as early as possible :—

(a) The Department should convene one or more seminars of the representatives of universities and secondary schools and re-define the objectives of the study of English at the secondary stage.

(b) The Department should try its utmost to introduce better methods of teaching English.

(c) Government should immediately establish an Institute for the study of English. The main functions of this Institute should be to carry on research on the teaching of English, to produce literature on the subject for the use of teachers, and to train teachers of English for secondary schools. If financial considerations came in the way, one of the Government Training Colleges may be converted into such an Institute.

(d) Experimental work should be organised at this Institute, as well as in co-operation with individual schools, to ascertain how an adequate knowledge of English can be given to the average student even in the short period of four years. Schools which agree to undertake such experimental work should be given special grants-in-aid for the purpose.

(e) Such of the students who may have no use for English in their later life should be permitted to abandon its study even at the school stage ...

(III-45)

Examination Standards.

22(14). (a) At present, the regulations of the S. S. C. Examination Board of the old Bombay State permit a student to pass the S. S. C. Examination without taking a paper in English. We recommend that the Bombay practice should be extended to Vidarbha and Marathawada also.

(b) The S. S. C. Examination Board should introduce three standards in English, Advanced, Higher and Lower. The advanced standard would be meant for those whose mother-tongue is English ; the higher standard should be meant for those who study English for a period of Seven years at the rate of about six periods a week ; and the lower standard should be for those who study English for four years only. It may be the same standard as the one which exists now or a modified one, if necessary.

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(c) It should be open for any student of a higher secondary school to appear for any of these standards without reference to the number of years for which he has studied English.

(d) We also suggest that the four different options mentioned above, viz., the right to pass the examination without taking a paper in English, or to take one paper of the lower, higher or advanced standard as the case may be, should also be available at the High School examination i.e. the examination at the end of ten years of schooling ...

(III-46)

Need for an All-India Programme.

22(15). The undue importance of English in our life and education cannot be reduced unless a common programme which includes the Government of India and all the State Governments is involved. We, therefore, recommend that the Government of Bombay should try to bring pressure upon the Government of India to plan and implement such programme.

22(16). There is a general agreement that (a) English will have to be taught at the middle school stage if its existing position in the administration, courts and universities is not quickly altered and also that (b) there would no need to teach English at this stage when it would be replaced by the mother tongue or Hindi in administration, courts and universities ...

(III-48)

22(17). Regarding the period of transition, two members of the Committee, Shri D. R. Mankad and Shri M. R. Patel are of the view that the present stage of transition need not be longer than ten years and that it is possible for the Government of Bombay, if it has the will, the vision and the determination to prepare and successfully implement a programme for the reduction of the importance of English in life in a period which need not be longer than 7 to 10 years ...

(III-49)

22(18). The two members would, therefore, make the following recommendations during the present period of transition :—

(a) The decision taken by the Government of Bombay in 1948, which is educationally sound and which is also a very progressive step from the social and cultural point of view, should not be reversed under any circumstances;

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(b) The Government of Bombay should prepare a programme for the replacement of English by the mother-tongue and/or Hindi in the administration, courts and universities. This programme should be spread over a period of not more than 7 to 10 years and its implementation should start from April, 1959; and

(c) The teaching of English at the middle school stage in Vidarbha and Marathawada should not be disturbed for a period of three years in order to allow for proper education of public opinion. But thereafter, it should be progressively discontinued in a period of 4 to 7 years ...

(III-49)

22(19). We, however, feel that the present stage of transition would be spread over not less than 20 to 30 years ...

(III-50)

22(20). We also feel very strongly that, since the period of transition is going to be fairly long, some concession has to be shown to the intense and the wide-spread demand for the reintroduction of the teaching of English in classes V-VII ...

(III-51)

22(21). We, therefore recommend that the decision of 1948 should be modified and that the teaching of English should be reintroduced, on an optional basis, in the area of the old Bombay State, Saurashtra and Kutch, in classes V to VII with effect from June 1959.

(III-51)

22(22). (To be specific) We reiterate the following recommendations made by the Integration Committee for Secondary Education :—

(1) the teaching of English may start from standard V on an optional basis depending on—

(a) The local public demand, which should be ascertained by the managements of Schools and the local bodies (District School Boards or Municipal School Boards), whose decision in the matter will be final;

(b) the availability of teachers; and

(c) the option to children in the matter of learning English.

(2) If provision for the teaching of English is made in standards V-VII, it should not be a substitute for Crafts. The period for the teaching of English should be found by a suitable adjustment of the time-table. The Department should allow schools such freedom and latitude as is compatible with educational efficiency and leave the

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schools reasonably free to adjust the time allotment to the various subjects according to their requirements.

(3) Provision be made generally on the pre-1948 lines for a special one-year course in English for P.S.C. passed pupils or for those who complete standard VII without English.

(4) At the S.S.C. stage, provision be made for offering English at two levels—

(a) at the higher level normally based on a seven years' course of English; and

(b) at the lower level normally based on four years' course of English; pupils being allowed to take either of the two courses at the S.S.C. Examination, irrespective of the period for which they have studied English.

(5) Schools experimenting in the teaching of English from standard VIII should be encouraged to prepare pupils for the higher level in English.

(III-52)

*Facilities for the Study of English
in Rural Areas.*

22(23). (i) Secondary education should be expanded in rural areas and there is no need to provide for the teaching of English in the upper primary schools in all those villages where secondary schools proper exist at present.

(ii) Provision for the teaching of English need be made only in full-grade primary schools.

(iii) The general policy should be to make facilities for the study of English available, within a distance of 3 to 5 miles from every village, as far as possible.

(iv) Fees may be charged in upper primary schools where facilities for the study of English are provided. These should however be lower than those charged in corresponding classes of secondary schools proper. Moreover, the concessions to be given to students attending such schools should be more liberal than the corresponding concessions available to the students who attend secondary schools in the same region. This recommendation, however, should not be interpreted to mean that the existing concessions enjoyed by pupils in upper primary or middle schools in any region are to be adversely affected.

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(v) Ordinarily a minimum attendance of 20 children should be expected before provision for the teaching of English is made in upper primary classes ...

(III-52)

The Role of the State in Pre-Primary Education.

23. The role of the State in pre-primary education should be restricted to the provision of the necessary leadership and financial assistance in this field in the following ways :—

(i) By the establishment of a State Board of Pre-Primary Education for the control and development of pre-primary education in the State as a whole ;

(ii) By the institution of a regular and detailed Grant-in-aid Code for the grant of recognition and aid to private pre-primary schools ;

(iii) By providing a trained special Inspectorate for pre-primary education ;

(iv) By training of teachers for pre-primary training institutions controlled directly by the State or through private institutions which should be liberally assisted by grant-in-aid ; and

(v) By award of suitable grants-in-aid ...

(IV-11)

State Board of Pre-Primary Education.

24. The recommendation made by the Panandikar Committee for the creation of a permanent State Board of Pre-Primary Education is very sound and we recommend that it should be immediately accepted by Government. The powers and duties of this Board have also been correctly visualized by the Panandikar Committee and we have no changes to suggest in that context ...

(IV-12)

25. This board should have a whole-time Secretary. An additional post in B.E.S. Class II should be created for this purpose and a person who is a trained graduate with experience of pre-primary education for not less than five years, preferably a woman, should be recruited for it. She should also be the State Inspector or Special Officer for Pre-Primary Education ...

(IV-13)

26. This Board should consist of 12 persons of whom nine would be non-officials and three would be officials including the member-secretary. All the

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members of the Board and its chairman should be nominated by Government for a period of three years at a time	(IV-14)
27. Among the two other officials to be nominated on the Board, at least one should be an Inspectress of Girls' Schools. The nine non-official members to be nominated on the Board should include—	
(1) at least one Principal of Training College for pre-primary teachers ;	
(2) at least one Principal of Training College for secondary teachers (if he is not already included amongst the official members) ;	
(3) at least one Principal of a Primary Teachers Training College ;	
(4) a representative of the State Board of Primary Education ; and	
(5) educationists, specially interested in the problem	(IV-14)
28. The Office of the State Board of Pre-Primary Education should be located in Poona ...	(IV-14)
<i>Grant-in-aid Code for Pre-Primary Institutions.</i>	
29. It is recommended that either a special Grant-in-aid Code should be prepared for pre-primary institutions or a special Chapter should be incorporated in the existing Code for their administration, and that the conditions of recognition and aid and other relevant matters should be prescribed in sufficient detail. It would be a specific duty of the State Board of Pre-Primary Education to examine this problem and submit a draft Grant-in-aid Code to Government for necessary orders ...	(IV-17)
<i>Special Inspectorate for Pre-Primary Education.</i>	
30. (a) We agree with the recommendation of the Panandikar Committee that the Department should organise a special orientation course of three months for the inspecting Officers of Pre-Primary Schools, and that the course of training should be drawn up in consultation with the proposed State Board for Pre-Primary Education.	
(b) One or two Assistant Deputy Educational Inspectors from each district should be selected and trained in this course and they should be required to inspect all the pre-primary institutions in the district to which they belong.	

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(c) As soon as about 40 to 50 pre-primary schools are recognised in a district, a special Inspecting officer (preferably a woman) should be appointed for them.

(d) These officers would be under the immediate administrative control of the Educational Inspector of the district, but would be guided in the technical part of their work by the Special Officer in charge of pre-primary education.

(e) We feel that the State is under a moral obligation to provide a competent and adequate Inspectorate to supervise the pre-primary schools and we suggest that early steps should be taken to discharge these responsibilities satisfactorily ...

(IV-18)

Grant-in-aid.

31. The existing rule that no grant-in-aid should be given to a pre-primary school which charges a tuition fee of Rs. 2 or more per month is sound and should be continued. In the case of schools which provide tiffin or refreshment from their own funds and charge an all-inclusive school fee, this rate should be raised to Rs. 3 per month ...

(IV-22)

32. (The Panandikar Committee has recommended grant at the rate of 33 1/3 per cent. of the admissible expenditure to pre-primary schools.). We feel that a distinction has to be made between the rates of grants for urban and rural schools. We therefore suggest that all pre-primary schools in urban areas which are eligible for grant should be assisted at 25 per cent. of their admissible expenditure. The only exception to this rule would be the pre-primary schools conducted for orphans, for children of the backward communities or for children of persons whose income from all sources does not exceed Rs. 100 per month. The schools which fulfil these conditions may be aided at 33 1/3 per cent of their admissible expenditure in spite of their location in urban areas. Pre-Primary schools in rural areas should generally be assisted at 50 per cent. of their admissible expenditure, and in the case of pre-primary schools for the Adivasis, the rate of grant-in-aid may be raised to 90 per cent. ...

(IV-23)

33. We do not agree with the recommendation of the Panandikar Committee that a grant-in-aid from State revenues should be given towards the expenditure on tiffin or refreshments ...

(IV-24)

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34. With the modifications suggested above we accept the recommendations of the Panandikar Committee (in respect of grant-in-aid) and recommend that these principles should be extended to all the areas of the state

(IV-25)

35. Where grants are likely to be reduced under this scheme, the schools concerned should be given time to adjust their budgets by spreading the cut over five years as may be necessary on the merits of the case

(IV-26)

36. We recommend that the adoption of the system of salary grants for private pre-primary schools with suitable modifications in the rates of grant-in-aid suggested above may be considered ..

(IV-27)

Training Institutions for Pre-Primary Teachers.

37. We entirely agree with the following recommendations made by the Panandikar Committee :—

“Pre-primary trained teachers should be considered eligible for appointment as trained teachers in Primary schools to teach in Standards I and II.

As pre-primary trained teachers, trained according to the revised syllabus, will have passed in five out of six academic papers required for the junior certificate of the Primary Training Certificate Examination, they should be allowed to appear for the P. T. C. Examination (junior certificate) after one year's attendance at a Primary Training College and should be exempted from studying and appearing in the academic subjects in which they have already passed.

Pre-Primary trained teachers trained according to the old syllabus should also be granted a similar exemption and allowed to appear for the P. T. C. Examination (junior certificate) after a year's attendance at a Pre-primary Training Institution.”

(IV-33)

38. If these recommendations are accepted, the persons trained in these institutions can be appointed as primary teachers and we think that they would do excellent work, even if they do not undergo any further training as recommended by the Panandikar Committee. All problems of wastage, over-training and unemployment that now arise will at once disappear and it would be possible, nay even

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desirable, to meet the demand for new pre-primary training institutions. The above recommendations of the Panandikar Committee should therefore be accepted

(IV-34)

39. It is also recommended that the following policy should be adopted in giving recognition to new pre-primary training institutions :—

(1) No action need be taken in respect of existing institutions which should all be allowed to continue to function. They should not, however, be allowed to open additional divisions.

(2) Priority should be given to the recognition of training institutions in areas where they do not exist. We, therefore, suggest that an attempt should be made to set up at least one pre-primary training institution in Marathwada and any proposal for such an institution that may come from Kutch should be sympathetically considered. Until such institutions are organised in these areas, we suggest that a certain number of scholarships should be instituted to enable the poor and deserving girls from these regions to undergo training in pre-primary training institutions in other areas.

(3) In cities where pre-primary training institutions already exist, no permission should be granted to any additional institution in the near future.

(4) In considering applications for new pre-primary training institutions, preference should be given to applications from districts where no pre-primary training institution exists at present.

(5) There is only one pre-primary training institution in rural areas at present. An attempt, therefore, be made to start some additional centres in rural areas. We feel there should be at least one such centre in each region of the State ...

(IV-35)

40. Government need not conduct a pre-primary training institution. But there need be no objection to the continuance of the institution at Nagpur. It should however, be transferred to another city or any rural area

(IV-36)

41. We entirely agree with the following recommendation of the Panandikar Committee regarding the rates of grant-in-aid to pre-primary training institutions :—

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"Pre-primary training institutions should be treated as on par with Primary training institutions in the matter of tuition fees, scales of pay, dearness allowance and student-teacher ratio and grant also should be paid on the same basis.

"As it is essential that practising schools attached to pre-primary training institutions be highly efficient in order to make the training effective, practising schools should be given grants at the rate of 50 per cent. of the admissible expenditure."

* These proposals may be accepted by Government with this change that for practising schools in rural areas the rate should be increased to 75 per cent.

(IV-38)

The Role of Local Bodies.

42. (a) We feel that encouragement should be given to local bodies to develop pre-primary education in their areas as a *discretionary* duty.

(b) Municipalities should be encouraged to run creches, play-centres for children and even to conduct or give grants-in-aid to pre-primary schools on the basis of the Government Grant-in-aid Code.

(c) The expenditure incurred by them on this purpose should be admitted for grants on a fifty-fifty basis (if they accept the Grant-in-aid Code prescribed by Government.)

(d) The District Local Boards also should be encouraged to provide pre-primary education in their areas. This should be a special responsibility of theirs in the areas inhabited by the Adivasis. Such schools should receive aid from State revenues on the same basis as is recommended above for private pre-primary schools

(IV-40)

Unrecognized Pre-Primary Schools.

43. The evils of the uncontrolled growth of unrecognised schools can only be met through proper educative propaganda among the public ...

(IV-41)

Admission of Children from Pre-Primary Schools to Primary Schools.

44. (We agree with the Panandikar Committee that it is most undesirable to run pre-primary schools with the narrow objective of preparing children for

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primary schools, to save a year or two for them. To discourage this unhealthy tendency), it would, be extremely desirable to make a rule that no child may be admitted direct to Class I until he is six plus and to Class II until he is seven plus ...	(IV-42)
<i>Primary Education as a Responsibility of Government at all levels.</i>	
45. The provision of universal, compulsory and free primary education is a joint responsibility of the Government of India, the State Governments, the Local Bodies and the private enterprise ...	(V-34)
<i>General Principles of the Administration of Primary Education.</i>	
46. In the interest of the progress of universal, free and compulsory primary education, the administration of primary education should be based on the decentralization of executive authority combined with the centralization of financial responsibility.*	
47. The reconciliation between these two apparently conflicting demands should be attempted on the following lines :—	
(a) The administration of primary education is a very complex matter which consists of a very large number of functions, some of which are extremely simple, while others are extremely difficult. It is impossible to exercise all these functions at any one level of administration and it is, therefore, necessary to allocate these functions to different levels of administration beginning with the village at one end, and ending with the metropolis at New Delhi on the other ...	(V-5)
(b) The fundamental principle to be adopted in assigning the functions included in the administration of primary education to different levels of administration is decentralization of executive authority. A function should be assigned to that level where it can be performed at a minimum of cost and with the maximum of efficiency ...	(V-6-9)
(c) The every level of administration to which executive functions are delegated, some financial	

* In this connection attention is invited to the recommendation of the Regional Seminar on Educational Reform organized by the UNESCO for the countries in South and South East Asia at New Delhi in August-September, 1958, reproduced in paragraph 25 of Chapter V.

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responsibility should also be allocated so that there is never a complete divorce between executive authority and financial responsibility ...

[V·11(c)]

(d) The general policy to be adopted by Government in allocating financial resources to authorities at different levels of administration should be to provide each authority with adequate finance to discharge all the executive responsibility delegated to it. If this can be done, every authority would be financially self-sufficient and there would be no need for any system of grant-in-aid.

[V·11(a) and
11(b)]

(e) In several instances, however, it may not be possible to allocate adequate resources to the authorities at certain levels. In such cases, financial responsibility should be centralized and a system of grant-in-aid should be established. The financial resources available to the authorities at every level should be supplemented through this system in such a manner that every authority would be able to discharge the executive responsibility delegated satisfactorily ...

[V·11(d) to 21]

(f) There is a great danger, however, that this centralization of financial resources may practically cancel the decentralization of executive authority, because, 'power follows the purse' and because it is always easy to use a system of grant-in-aid to exercise indirect controls which run counter to democratic principles and even jeopardise the efficiency and effectiveness of primary education. Every precaution has to be taken to see that these dangers do not materialise.

(V·22-25)

System of Grant-in-aid to Local Bodies.

48. The existing system of grant-in-aid in the State of Bombay leaves a good deal to be desired and that it is now time to reorganise it completely in the light of modern developments in the field of educational administration ...

(V·44)

49. The main object of the system of grant-in-aid is to supplement the funds available at lower levels of Government in such a way that there would be no financial difficulty to discharge the executive responsibilities delegated to those levels.

50. The second aim of the system of grant-in-aid is to equalise educational opportunity in all parts of the country ...

(V·28-32)

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paragraph.

51. Care should be taken to see that the system of grant-in-aid does not encourage extravagance and that it increases, rather than decreases, the desire to raise local resources for the purpose of primary education

(V-34-36)

52. The controls attached to grant-in-aid should be reduced to the minimum. They should only aim to ascertain whether the funds sanctioned are utilized for the purpose for which they were granted and whether they are expended with reasonable prudence. Under no circumstances, however, should an attempt be made to exert indirect financial pressures or to nullify the formal delegation of authority indirectly through the administration of grant-in-aid

(V-37-41)

53. The administration of the system of grant-in-aid should be simple and direct and should be planned to minimise delays and red-tape

(V-42)

Responsibility of the Government of India in respect of Primary Education.

54. The first and the most important duty of the Government of India is to provide the leadership necessary for implementing the programme (of free and compulsory education for all children up to 14 years of age). Its guidance is also necessary in developing the thought on the subject of primary education. From this point of view, the Central Government is expected—

(i) to establish and conduct an All-India Council of Elementary Education to serve as a clearing house for exchange of ideas, experiences and information bearing on the subject of Primary education ;

(ii) to conduct surveys and researches on problems connected with primary education ;

(iii) to conduct researches on text-books ;

(iv) to conduct research, experimental work and pilot projects with the object of improving the quality of primary education ;

(v) to maintain a staff of experts whose services in an advisory capacity would be available to the State Government

(V-47)

55. Federal aid for primary education is the most important responsibility of the Central Government.

(V-47)

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56. The Central Government should strive to improve the qualifications and remuneration of primary teachers in all parts of the country and the provision of grant-in-aid for this purpose should be regarded as a legitimate charge on the Federal revenues

(V-49)

57. It has been suggested that it is a responsibility of the Central Government to insist that adequate instruction about our constitution and ancient cultural heritage is provided in all schools and that every child is told enough about the other parts of India to bring about an emotional integration in the country and to strengthen the love of the motherland. There can be no objection to the adoption of this suggestion

(V-49)

Responsibilities of the State Government.

58. The main functions of the State Government in respect of Primary Education should be :—

- (a) Legislation ;
- (b) Determination of policy ;
- (c) The establishment of a State Board of Primary Education ;
- (d) Prescription of the attainments to be reached at the level of Class IV and Class VII and certain minimum requirements of syllabii ;
- (e) Approval of text-books ;
- (f) Supervision and Inspection of the work done by local bodies in this field ;
- (g) Training of teachers and administrative personnel ;
- (h) Conducting research, experiments and pilot projects in primary education ; and
- (i) Providing grant-in-aid to local bodies to secure equality of educational opportunity at the district level

(V-51)

State Board of Primary Education.

59. It is recommended that the State Board of Primary Education should be continued ...

(V-52)

60. It should consist of 12 members (The Vice-Chairmen of the six proposed Divisional Boards, a representative of the four Corporations, three non-official experts nominated by Government and two

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officials including the Joint Director of Education in charge of primary education and the member-secretary). The chairman should be a non-official and nominated by Government and the term of the Board should continue as it is at present ...

(V-53)

Responsibilities at the Divisional level.

61. An organization at the Divisional level with definite assignment of statutory functions is absolutely indispensable at present ...

(V-62)

62. In each Division there should be a statutory Divisional Board of Primary Education, with 12-16 members appointed or elected as suggested by us ...

(V-64)

63. Its powers and duties should be as follows :—

(a) To supervise the execution of the programme for the development of primary education which may be sanctioned by Government or undertaken by the local bodies in the Division ;

(b) To co-ordinate the activities of all the local bodies in the Division in respect of primary education ;

(c) To examine and recommend schemes for the organisation, co-ordination and expansion of primary education within the Division ;

(d) to watch the progress of primary education within the Division and to make the necessary recommendations in that behalf to the State Government, the Education Department and the local bodies in the Division ;

(e) To organise programmes for securing increasing public co-operation in the Division for implementing the programmes for the consolidation and expansion of primary education (including the training of non-official members of the School Committees and School Boards) ;

(f) To determine, with the approval of the State Government, the curricula for primary schools within the Division ; and

(g) Generally to perform such other duties and exercise such other powers as may be prescribed.

(V-65)

*Administration of Primary Education under the
Bombay Municipal Corporation.*

64. The section 61(a) of the Bombay Municipal Corporation Act, 1888, should be amended and made identical with section 63(15) of the Bombay Provincial Corporation Act, 1949 ...

(VI 13)

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65. A new Section—section 50T—should be added to the Bombay Municipal Corporation Act, 1888 in order to define the powers and duties of the Education Committee. The following tentative draft is suggested :—

“50T (1) The Education Committee shall perform such duties and exercise such powers in respect of primary education as the Corporation may, from time to time, determine.

(2) Without affecting the generality of the foregoing provision, the Education Committee shall—

(a) decide the opening of new primary schools and determine their exact location ;

(b) decide, with the previous approval of the Corporation, upon taking over of private primary schools ;

(c) grant recognition to private primary schools and when necessary, withdraw recognition already granted, after following such procedure and after making such enquiries as may be prescribed in this behalf :

Provided, however, that any school whose recognition is withdrawn or to whom recognition is refused may appeal to the Corporation which may, before deciding the issue, obtain the opinion of the Director of Education, Bombay State. The decision of the Corporation in this matter shall be final ;

(d) sanction grants-in-aid to recognised private primary schools ;

(e) prescribe text-books to be used in municipal primary schools :

Provided that no book not approved by Government shall be prescribed as a text-book ; and

Provided further that a book once prescribed as a text shall not be changed within a period of three years except with the previous approval of Government ;

(f) determine, on the recommendation of the Commissioner and after consultation with the Divisional Deputy Director of Education, if necessary the hours of instruction and the number and duration of vacations ;

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(g) to make changes in the curriculum of primary schools having regard to the conditions prevailing in the local area ; provided, however, that the prior approval of the Director of Education shall be obtained to the changes proposed ;

(h) sanction the Schedule of Staff required for primary education in accordance with the provisions of section 79 ;

(i) recommend the Budget Estimate to the Corporation in accordance with the provisions of sections 126C and 126D ;

(j) provide for the welfare of children attending primary schools ;

(k) maintain an adequate number of primary schools and provide them with suitable accommodation and equipment ;

(l) maintain an adequate number of supervisory officers, clerks, teachers, inferior servants and such other staff as may be determined under section 79 ;

(m) exercise such financial powers as may be delegated by the Corporation from time to time ;

(n) advise the Corporation on all educational matters ; and

(o) shall generally be responsible for the proper development of primary education in the City and for the enforcement of compulsory attendance "

... ..

(VI-17)

The Education Officer.

66. It is desirable to recommend to all Municipal Commissioners that they should delegate all such powers to the Education Officer as are necessary for the day-to-day working of the primary schools. To be more specific, we would suggest that the following matters may be left to the Education Officers :—

(a) Appointment of teachers from a list of candidates approved by the Commissioner in strict order of preference ;

(b) All postings and transfers of teachers and other staff ;

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(c) All questions of disciplinary action against teachers, clerks and inferior staff, subject to an appeal to the Commissioner in specified cases ;

(d) Opening and closing higher standards ;

(e) All arrangements for curricular and extra-curricular activities of schools ;

(f) Authority to purchase educational books and equipment, subject to some general conditions, if necessary ;

(g) Financial powers upto a specified limit ; and

(h) Allowing the use of the premises of municipal schools to outside agencies for cultural and educational activities according to rules ..

(VI-19)

The staff required for the purpose of Primary Education.

67. The section 79 of the Bombay Municipal Corporation Act should be suitably amended and the power to sanction the schedule of the staff of primary education should be vested in the Corporation itself

(VI-21)

68. In amending section 79, a proviso should be included to the effect that the Corporation shall obtain the previous approval of the State Government to the scales of pay and allowances proposed to be given to its primary teachers. Subject to this single exception, all other powers in respect of the schedule of staff for primary education should vest in the Corporation itself

(VI-22)

Consultative Committee.

69. It is recommended that the possibility of utilising the authority given by section 39 (regarding the setting up of the Consultative Committee) should be continuously kept in view by the Corporation ...

(VI-23)

Enforcement of Compulsory Education.

70. In view of our proposal [*vide* Ch. XIX 5(f)(7)] regarding the enactment of a separate Act for the enforcement of Compulsory education which would be applicable to all the areas of the State (inclusive of Greater Bombay) we propose that the City of Bombay Primary Education Act of 1920 should be repealed

(VI-24)

Recommendation.

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paragraph.*Finance of Primary Education in the
City of Bombay.*

71. Primary Education in the City cannot be placed on a satisfactory basis until a financial system can be devised which ensures elastic and even increasing resources

(V-29)

72. We are definitely of the view that it is in the interest of primary education itself that the residuary responsibility for the financing of primary education in the City should continue to rest upon the Corporation.

73. We do not think that any harm is likely to be done by the present statutory provision to fix the minimum contribution of the Corporation. We therefore, do not think that section 126C should be repealed

(VI-31)

74. It is recommended that the request of the Corporation for a larger grant-in-aid should receive sympathetic consideration from Government and that the final orders on the subject should be passed as early as possible

(VI-32)

75. The contention of the Corporation that it should be given grant-in-aid at 50 per cent., and be treated on a par with other authorised Municipalities cannot be supported. The recommendation of the Shroff Committee that the grant-in-aid to the Corporation on account of primary education should be calculated at 25 per cent. of its total expenditure is fundamentally sound and that no change be made in it at the present stage when we are contemplating compulsory, education upto eleven years only.

(VI-34)

76. In our view the concept of approved expenditure is absolutely unwanted at the Corporation level and we, therefore, recommend that a grant-in-aid should be paid to the Corporation on all expenditure, legitimately chargeable to primary education

(VI-35)

77. It is recommended that the ceiling (to the State grant-in-aid) should be fixed in such a way that it will automatically go on increasing as the standard or extent of primary education improves. This can be done by connecting the ceiling to the cost per pupil in primary schools in rural areas and the total enrolment in primary schools in the City. As

Recommendation.

Chapter and
paragraph.

a basis for consideration, we suggest that the ceiling for the State grant-in-aid to the Corporation on account of primary education in any given year should be equal to 2/3rds of the cost per pupil in primary schools in rural areas in that year multiplied by the total number of pupils receiving primary education (i.e., number of pupils studying in all municipal schools as well as in recognised private primary schools) during the same year ...

(VI-38)

78. It is recommended that the present section 62B should be replaced by another section which will describe the basis of grant-in-aid proposed by us

(VI-38)

79. The grant-in-aid to the Corporation should be immediately raised to at least Rs. 50 lakhs because the total recurring expenditure on primary education within the area of the Corporation is estimated to exceed Rs. 2 crores in 1958-59 ...

(VI-39)

80. In view of the shortage of funds, we have been compelled to recommend that grants-in-aid for school buildings should be given to rural areas only. We, therefore, cannot recommend the request of the Corporation for assistance in this respect. We, however, feel that the present practice (of making the interest charges and sinking fund on account of the loan programme for buildings grantable) should be placed on a statutory basis and we recommend that the annual instalment for the repayment of the loans raised by the Corporation for the construction of school buildings should be considered as an integral part of the recurring expenditure on primary education

(VI-41)

Private Primary Schools in the City of Bombay.

81. Private enterprise plays a very important part in the provision of facilities for primary education in the City. We therefore feel that every attempt be made to conserve and expand this enterprise

(VI-42)

82. We recommend to the Corporation that a Consultative Committee should be set up under Section 39 of the Act as early as possible, and that the whole question of private primary schools (inclusive of the revision of the Grant-in-aid Code) be referred to it for enquiry and report ...

(VI-45)

Recommendation.

Chapter and
paragraph.*Extension of Bombay Pattern to other Corporations.*

83. We recommend that the principles given in paragraph 49 of Chapter V should be extended to the other three Corporations also (Ahmedabad, Poona and Nagpur) and that a uniform pattern for the administration of primary education under all the Corporations in the State should be evolved at an early date and that it should be similar to the one which has been evolved in the City of Bombay. This recommendation does not imply that the rate of grant-in-aid to all the Corporations should be the same. The financial capacities of the Corporations vary and it is, therefore, essential that the extent of financial assistance from State revenues should vary from Corporation to Corporation subject to this single exception, however, we would prefer to have a similar pattern for the administration of primary education in all the Corporations of the State ...

(VI-50)

Administration of Primary Education under the City of Nagpur.

84. The administration of primary education in the City of Nagpur should be remodelled by amending the City of Nagpur Corporation Act, 1948, so as to incorporate provisions similar to those of sections 39, 50H to 50S, 62BB, 62C, 76A, 79, 126C, 126D, 195E, and 195F of the Bombay Municipal Corporation Act, 1888 ...

(VII-3)

Government Primary School for Girls.

85. It is recommended that the primary section of the Government Primary School for Girls in the city of Nagpur should be separated from the middle school and transferred to the corporation with its staff, equipment and buildings. The teachers so transferred should be regarded as guaranteed teachers and they should have the same rights and privileges as were given to the guaranteed teachers in Bombay when their services were transferred to the local bodies under the Bombay Primary Education Act, 1923.

The middle school section should continue to be with Government and should be amalgamated with the Government High School for Girls in Nagpur ...

(VII-4)

Recommendation.

Chapter and
paragraph.*Transfer of Supervision over Private Primary
Schools.*

86. It is recommended that—

(i) Section 57 (1) (s) of the City of Nagpur Corporation Act should be amended on the lines of section 63 (15) of the Bombay Provincial Municipal Corporations Act, 1949 and that it should be made incumbent on the Corporation of Nagpur to make reasonable and adequate provision of "maintaining, *aiding* and suitably accommodating schools of primary education". To begin with, the Corporation should adopt the existing grant-in-aid Code of Vidarbha for this purpose. Later on, it should enact its own code with the approval of Government.

(ii) The private primary schools in the City of Nagpur should be transferred to the supervision and control of the Nagpur Corporation.

(iii) The grant-in-aid of Government to the Corporation on this account should be gradually adjusted to the normal in a period of four years.

(VII-3)

Grant-in-aid to Nagpur Corporation.

87. It is recommended that the State grant to the Corporation of Nagpur on account of primary education should be a single general purpose grant based on the total expenditure of the Corporation concerned on primary education during the preceding year

(VII-3)

88. The grant-in-aid to the Nagpur Corporation during any year should be fixed at 40 P.C. of its total expenditure, on primary education during the preceding year

(VII-3)

89. An upper limit should also be prescribed for the grant-in-aid from State revenues to the Nagpur Corporation on account of primary education and that it should be on the same lines, as we have suggested in the case of the Bombay Corporation

(VII-3)

90. The principle on which aid is recommended to the Bombay Corporation in respect of its building programme should be extended to Nagpur Corporation also

(VII-3)

91. (Regarding the building grants reported to be sanctioned by the old Madhya Pradesh Government

Recommendation.

Chapter and
paragraph.

to the Corporation as part of its scheme of Compulsory education in 1955), it is recommended that whatever the commitment of the old Madhya Pradesh Government may have been, it should be honoured now and that the proposal made by us regarding aid to the building programme should apply only to buildings not included in the compulsory scheme of 1955

(VII-9)

92. (All our preceding recommendations on the subject of grant-in-aid to the Nagpur Corporation may be summed up in a comprehensive recommendation that) a section on the following lines should be introduced in the City of Nagpur Corporation Act, 1948 :—

“The Corporation shall be entitled to receive from the State Government an annual grant-in-aid equal to 40 per cent. of its total recurring expenditure on primary education during the preceding year :

Provided, however, that the amount of such grant-in-aid shall not exceed two-thirds of the cost per pupil in primary schools in rural areas in the preceding year multiplied by the total number of pupils enrolled in municipal schools during the same year.

Explanation.—The annual instalment for the repayment of loans raised by the Corporation for the construction of primary school buildings shall be deemed to be a part of the recurring expenditure on primary education.

Nothing in this section shall be deemed to affect the claim of the Corporation to any non-recurring grant-in-aid sanctioned in the compulsory education scheme of 1955”

(VII-9)

General Recommendations to the Nagpur Corporation.

93. Primary Education in Nagpur has shown good progress in recent years. However, it would need a thorough overhaul in view of the large changes that would follow in the wake of integration. It would be in the interest of the Corporation, therefore, if it were to appoint a Committee or consult an expert to prepare a comprehensive development plan for the reorganization, expansion and improvement for primary education within its area

(VII-10)

Recommendation.

Chapter and
paragraph.

94. It is recommended that when the supervision over the private primary schools within its areas is transferred to the Corporation, it should also examine among other things, the position of primary teachers working in these schools which is reported to be not very happy at present. Recommendation No. 82 would be helpful in this context ...

(VII-10)

Administration of Primary Education under the Ahmedabad and Poona Corporations.

95. In keeping with our fundamental proposal that a uniform pattern for the administration of primary education be evolved for all the Corporations in the State, we recommend that early steps should be taken to amend the Bombay Provincial Municipal Corporations Act, 1949, on the following lines :—

(1) A Section similar to section 39 of the Bombay Municipal Corporation Act, 1888, will have to be introduced and authority will have to be given to these Corporations to constitute Consultative Committees for Primary Education, if and when necessary.

(2) Sections similar to sections 50H to 50S of the Bombay Municipal Corporation Act, 1888, will have to be introduced and a statutory Education Committee will have to be created.

(3) The statutory post of an Education Officer will also have to be created by introducing a section similar to section 76A of the Bombay Municipal Corporation Act, 1888.

(4) The power to sanction the schedule of staff required for primary education (subject to the exception that the prior approval of Government should be obtained for all proposals affecting the emolument of primary teachers) will also have to be given to these Corporations by introducing a section similar to section 79 (1A) of the Bombay Municipal Corporation Act, 1888.

(5) General powers of control will have to be reserved to the State Government by introducing sections similar to sections 62BB and 62C of the Bombay Municipal Corporation Act, 1888.

(6) Minimum contributions of these Corporations to the educational budget will also have to be prescribed by introducing sections similar to sections 126C and 126D of the Bombay Municipal Corporation Act, 1888.

Recommendation.

Chapter and
paragraph.

(7) Authority to levy an educational cess will also have to be vested in these Corporations by introducing Sections similar to sections 195E and 195F of the Bombay Municipal Corporation Act, 1888.

(VII-17)

Grant-in-aid to Corporations.

96. A section on the following lines should be introduced in the Bombay Provincial Municipal Corporations Act, 1949, to regulate State grant-in-aid on account of primary education to Corporations established under the Act :—

“Every Corporation constituted under this Act shall be entitled to receive from the State Government an annual grant-in-aid at such per cent. of its total recurring expenditure on primary education during the preceding year as the State Government may prescribe in this behalf :

Provided, however, that the amount of such grant-in-aid shall not exceed two-thirds of the cost per pupil in primary schools in the rural areas in the preceding year multiplied by the total number of pupils enrolled in municipal schools during the same year.

Explanation.—The annual instalment for the repayment of loans raised by a Corporation for the construction of primary school buildings shall be deemed to be a part of the recurring expenditure on primary education.”

(VII-20)

97. Under the above section Government should issue a rule that the grant-in-aid to the Ahmedabad Corporation would be at 30 per cent. of the total expenditure on primary education ...

(VII-20)

98. Our attention has been drawn to the fact that the Ahmedabad Corporation does not give grants to private primary schools which charge fees, and that there is a large number of such recognized but unaided schools. In our opinion, it is rather harsh to refuse grant-in-aid to all schools which charge fees. We would therefore recommend that the Corporation should set up in consultation with Government a small committee, to enquire into and report upon the position of private primary schools in Ahmedabad, the manner and extent of the financial assistance to be given to

Recommendation.	Chapter and paragraph.
them and other matters, and prepare its own Grant-in-aid Code and take action (in the light of the report of the Committee)	(VII-21)
<i>Grant-in-aid to Poona Corporation.</i>	
99. The consolidated grant-in-aid to the Corporation of Poona should be calculated at 40 per cent. of its total expenditure on primary education. This grant should be regulated by a rule under the new section proposed to be introduced in the Corporations Act (<i>vide</i> recommendation No. 96). ...	(VII-24)
<i>Private Primary Schools in Poona City.</i>	
100. Private Primary Schools play a very important role in providing facilities for primary education in the City of Poona and they need every encouragement. It is however felt that the present rates of grant-in-aid are inadequate and do not meet the requirement of the situation in big cities like Poona. We suggest therefore that the Poona Corporation should set up a Committee to advice the Corporation (on this point) and on the recommendations made by the Committee, new grant-in-aid should be framed with the approval of Government, and introduced in area of the Corporation as early as possible	(VII-25)
<i>Principles of Classification of Municipalities.</i>	
101. (Instead of the existing basis) we suggest that the following basis may be adopted for the classification of municipalities as Authorised and Non-authorised :—	
(a) A municipality should necessarily be classified as Authorised if its population exceeds 25,000 and if its total income (excluding Government grants) exceeds Rs. 5,00,000 ;	
(b) A municipality should necessarily be classified as Non-authorised if its population is less than 15,000 and if its total income (excluding Government grants) is less than Rs. 3,00,000 ; and	
(c) When a municipality does not fall within any of these two clear-cut groups (i.e., when its population is more than 15,000 but less than 25,000 and/or when its income is less than Rs. 5 lakhs but more than Rs. 3 lakhs its classification should be considered on merits	(VIII 11)

Recommendation.

Chapter and
paragraph.

102. In this connection, we would like to emphasise that there should be no inseparable connection between financial contribution and the right to control education i.e., a municipality coming under (a) above should be required to pay a contribution equal to 50 per cent. of the expenditure on primary education incurred within its area. There should be no escape from this contribution, but the municipality should be allowed to control primary education only if it is efficient ...

(VIII-11)

103. Similarly, the financial contribution of a municipality should also be dissociated from its willingness to assume powers of control over primary education, that is, it should be compulsory for a municipality coming under (a) above to pay a contribution of 50 per cent. of the expenditure on primary education incurred within its area. But it may be left to the municipality whether to assume or not to assume the control over primary education ...

(VIII-11)

Present Authorised Municipalities.

104. There is no reason to change the present classification of the existing Authorised municipalities except that, as already recommended, Poona and Ahmedabad should be dealt with on the pattern of the Bombay Corporation ...

(VIII-14)

105. The present principle (of treating Cantonments as authorised Municipalities and aiding them at 50 per cent. of their approved expenditure) should continue to be adopted in future. Their grants however, should be given on the new basis proposed by us in Chapter X ...

(VIII-14)

Present Non-Authorized Municipalities.

106. On the basis of the principles proposed by us, we recommend that the following municipalities should be converted into "authorized", as they fulfil all the conditions :—

(a) Kalyan, Bhusaval, Sangli, Thana, Navsari, Pandharpur, Miraj, Chalisgaon, Nandurbar, Petlad, Balsar, Ichalkaranji, Anand, Bhivandi, Karad ...

(VIII-16 and 17)

(b) Viramgam and Dohad (their annual income is closed to Rs. 5 lakhs) ...

(VIII-17)

Recommendation.

Chapter and
paragraph.
(VIII-18)

(c) Kalol (its population is close to 25,000) ..

(d) Cambay and Patan.

We recommend that both these municipalities should be immediately classified as authorized and if they ask for time to adjust their budgets, their requests should be considered sympathetically on merits. A similar concession for adjustment should be shown to all municipalities which belong to the old Indian States and which did not make any contributions towards the expenditure on primary education in the past

(VIII-18)

107. Nasik Road, Amreli, Ratnagiri and Siddhapur may be judged on merits. (If the municipalities are willing and their administration is generally efficient, they may be classified as authorized and given a grant-in-aid of 60 per cent.).

108. Dabhoi, Mehsana, Kapadvanj, Dholka, Manmad, Rajpipla, Baramati, Lonavala, Billimora, Shrirampur, Chiplun. (The incomes of these municipalities are more than Rs. 3 lakhs but less than Rs. 5 lakhs each. It may not be possible to raise their incomes above Rs. 5 lakhs). We, therefore, recommend that the possibility of converting these municipalities as authorised should be examined on merits on the lines suggested above in recommendation No. 107

(VIII-18)

109. The remaining municipalities may be classified as non-authorised

(VIII-18)

Policy of Authorization.

110. Concluding this section, we would generally recommend a reversal of the present policy of authorising as few municipalities as possible and suggest that the general attitude should be to authorize as many municipalities as possible. ...

(VIII-19)

Composition of Municipal School Boards.

111. No useful purpose would be served by continuing the existing system of nominating a few members on the municipal school boards. We therefore, recommend that this system should be abolished forthwith, and that all members of Municipal School Boards necessarily be elected ...

(IX-3)

Recommendation.	Chapter and paragraph.
112. Not less than one-fourth of the members of a municipal school board should be non-councillors of the electing municipality	(IX-4)
113. The law should prescribe that the non-councillor members of the school board should "be persons primarily interested in education" ...	(IX-5)
114. The expression "a person primarily interested in education" should be defined as a person who has been—	
(a) a trained primary teacher with a service of not less than fifteen years in a recognised primary school ; or	
(b) a headmaster of a full-grade recognised primary school for not less than ten years ; or	
(c) an assistant master in a recognised primary teachers' training college or a secondary school for not less than ten years ; or	
(d) the head of a recognised primary teachers' training college or a high school for not less than five years ; or	
(e) a trained graduate with a teaching experience of not less than five years in a recognised institution ; or	
(f) on the teaching staff of a university or a college in a capacity not below that of a lecturer and has had a teaching experience of not less than three years ; or	
(g) the chairman of a municipal or district school board for not less than three years or a member of such board for not less than five years ; or	
(h) has been the president, chairman or a secretary, for a period of not less than five years, of an association, society or trust which conducts recognised educational institutions	(IX-6)
115. One seat of a School Board—Municipal or District—should be reserved for a trained primary teacher who has put in a service of not less than 15 years in a recognised primary school and who is not an employee of any school board, or a teacher in any primary school aided by the Board concerned	(IX-8)
116. (In view of the proposed lowering of the limit of population for classifying a municipality	

Recommendation.	Chapter and paragraph.
as authorized), it is recommended that the minimum number of members of a municipal school board should be fixed at eight	(IX-9)
117. The existing reservation of seats for backward communities is desirable and constitutionally necessary. This provision should therefore be continued unchanged	(IX-10)
118. At least one member of the board should be a woman	(IX-11)
119. The present provisions regarding the minimum qualifications for members of the School Board are healthy and should be continued ...	(IX-12)

Method of Elections.

120. Regarding the method of elections we make the following recommendations :—

(1) The method of cumulative voting is very simple and, therefore, it should necessarily be adopted in the case of election to the Village School Committees.

(2) In the cases of elections to the School Boards of Authorised Municipalities or District School Boards or to the Taluka School Committees or to the School Committees of non-authorized municipalities, the electing authority concerned may adopt either the method of single transferable vote or that of cumulative voting according to its choice. It should be made clear, however, that the notification fixing the different stages of elections should also specifically mention the method of voting rotation should be adopted

(IX-13)

The term of the Municipal School Board.

121. The term of office of the members and office-bearers of a municipal school board should be reduced to two years and the system of retirement by rotation should be adopted.

(IX-14)

**POWERS OF AUTHORIZED MUNICIPALITIES AND
MUNICIPAL SCHOOL BOARDS.**

The Administrative Officer.

122. We are firmly of the view that it is desirable, in the larger interest of education, to make the Administrative Officers of municipal school boards

Recommendation.	Chapter and paragraph.
servants of the State Government. We therefore recommend that no change should be made in Section 21 of the Bombay Primary Education Act, 1947	(IX-19)
123. We recommend that Section 22 of the Bombay Primary Education Act, 1947 (under which Government may delegate the power of appointing an Administrative Officer to the authorised municipalities) should be deleted	(IX-20)
124. The department should lay down a policy that an Administrative Officer of a municipal school board should not ordinarily be transferred within a period of three years	(IX-23)
125. Also, the Research Section of the office of the Director of Education should examine the factors which now contribute to the frequent transfers of the Administrative Officers of the municipal school boards and early measures should be adopted to remove them	(IX-23)
126. The position of the Administrative Officer under a School Board—whether Municipal or District—should be the same as that of a Commissioner under a Corporation (that is, he should not be controlled directly by the Department and even in respect of powers which have been vested in the Administrative Officer personally, he should be held responsible to the School Board on which the entire responsibility for the administration of primary education ultimately rests).	
<i>Staff Selection Committee.</i>	
127. We recommend that no change should be made in the existing composition of the Staff Selection Committee	(IX-25)
<i>Transfers of Teachers.</i>	
128. The power of transfer of teachers in municipal areas should continue to be vested personally in the Administrative Officer. But if the Government so opines, our proposals regarding the creation of a transfer committee in a District School Board may be extended, <i>mutatis mutandis</i> to Municipal School Boards as well	(IX-27)

Recommendation.

Chapter and
paragraph.

Appellate Tribunal.

129. No change should be made in the composition of the Appellate Tribunal constituted under section 24 of the Bombay Primary Education Act, 1947 ...

(IX-28)

Prior Consultation with the Administrative Officer.

130. In the interest of good administration, it is absolutely essential for the Board to consult the Administrative Officer before taking final decision on any subject. This healthy practice should not be abolished ...

(IX-30)

131. The Administrative Officers should be instructed to see that they offer their remarks as early as possible and due notice should be taken if any unusual or unjustifiable delays made by an officer are brought to the notice of the Director of Education by the School Boards ...

(IX-30)

Procedure in Cases where School Boards exceed their powers.

132. The following procedure is suggested :—

(a) Whenever an Administrative Officer is of opinion that the order of the Chairman or a resolution of the school board is in excess of the power conferred by, or contrary to, the Bombay Primary Education Act, 1947, or the rules or regulations made thereunder, or the general directives of Government, or is otherwise unlawful, he shall refer the matter back to the school board for reconsideration along with a report in which he shall state the reasons for reconsideration in detail.

(b) If the Board persists in its views, the Administrative Officer shall submit a full report to the Director of Education for necessary orders under section 51 of the Act. When such a report is made to the Director of Education, the board shall not press the Administrative Officer for immediate execution of the resolution.

(c) Within thirty days of the receipt of the report made by the Administrative Officer under (b) above, the Director of Education shall either give his final decision on the points raised by the Administrative Officer or shall issue an interim stay order to the board prohibiting it from proceeding further in the matter until the final

Recommendation.

Chapter and
paragraph.

orders on the subject are issued. If such stay order is issued, the board shall not execute its resolution until the final orders of the authority concerned are received.

(d) If no decision or an interim stay order is received from the Director of Education within thirty days of the receipt of the report made by the Administrative Officer, the board shall reconsider the matter and take such decision as it deems fit in a meeting specially convened for the purpose. When this is done, the Administrative Officer shall be under an obligation to carry out the final decision of the school board ...

(IX-31)

133. We would reemphasize our recommendation that the administrative officers should belong to the cadre of the State Education Department and that, subject to this condition, Government should be very sympathetic in considering an increase of powers of the municipal School Boards. ...

(IX-32)

ADMINISTRATION OF PRIMARY EDUCATION UNDER
AUTHORISED MUNICIPALITIES.

Grants-in-aid.

134. We recommend that all authorised municipalities should be under the statutory obligation to contribute not less than ten or more than fifteen per cent. of their total income (excluding Government grant), for expenditure on primary education. Government should decide from time to time the exact rate at which the minimum contribution shall be payable. For the present, the rate should be ten per cent. only ...

(X-11)

135. The prescription of the minimum statutory contribution does not absolve a municipality from its residuary responsibility to finance primary education within its area ...

(X-12)

136. We have already recommended that the distinction between voluntary and compulsory education grants should be done away with in the case of Nagpur, Ahmedabad and Poona Corporations. We recommend the extension of the same principles to Surat and Sholapur also ...

(X-14)

137. Surat municipality should be aided, in future, at fifty per cent. of its total expenditure on primary education ...

(X-15)

(G.C.P.) L-A Na 2012-40a

Recommendation.

Chapter and
paragraph.

138. The grant-in-aid to Sholapur Municipality also should be raised to fifty per cent. of the total expenditure on primary education incurred within its area

(X.18)

139. All the authorised municipalities in the State have been paying their share of the grant payable to recognised private primary schools on the expenditure of Dearness Allowance paid to their teachers. Only the Sholapur Municipality is neither paying the share regularly nor paying it in full. We think that this action of the Sholapur municipality is very unfair to the private schools. We, therefore, recommend that the department should take the necessary steps to see that this injustice to private schools is removed as early as possible

(X.19)

140. The existing system of 'approving' expenditure for the purpose of grant-in-aid has along outlived its utility. We recommend therefore that the system of giving grant-in-aid, only on approved expenditure i.e. expenditure specially sanctioned and admitted for the purpose of grants by Government should be discontinued forthwith and be replaced by another and more simple method.

(X.20)

141. The present system of auditing accounts of the Primary Education Fund of the authorised municipalities should continue and all uneducational expenditure and all expenditure unconnected with primary education should be disallowed against the Primary Education Fund. The existing practices and principles in this regard are quite sound and we do not recommend any change in them

(X.21)

142. We propose that the authorised municipalities should be divided into three groups as follows :—

Group I.—Very rich municipalities which would be aided at 45 per cent. of their expenditure.

Group II.—All municipalities whose population exceeds 25,000 and whose income exceeds Rs. 5 lakhs. A third criterion which may be adopted is that the municipal income (excluding Government grants) is above Rs. 15 per head of the population. These municipalities should be aided at 50 per cent. of their expenditure.

Group III.—All authorised municipalities which do not fall under Group II. These should be aided at 60 per cent. of their expenditure ...

(X.40)

143. Each authorised municipality should be given two types of grant-in-aid from the state revenue :—

(a) A percentage grant on the expenditure incurred during the preceding year on the sanctioned teaching staff (this will not include special teachers) and on the grant-in-aid paid to private primary schools in the municipal areas and

(b) A capitation grant on the average attendance of pupils enrolled in all the recognized primary schools within the municipal area during the preceding year

(X-41)

Transition to the New Pattern.

144. Our suggestions in respect of the transition from the present position to the new pattern of grant-in-aid proposed by us are as follows :—

(a) The year 1958-59 should be regarded as the last year under the old system and the new pattern should come into force everywhere from 1959-60.

(b) Since the old system of approved expenditure is now to be finally buried, we suggest that all expenditure actually incurred during 1958-59 should be treated as approved and all posts of primary teachers actually employed may be treated as sanctioned.

(c) This total approved expenditure should then be divided into two parts: (1) Salaries and allowances of teachers and grant-in-aid to private primary schools, and (2) all other expenditure.

(d) The average attendance of pupils in all primary schools in the municipal area in 1958-59 should also be worked out. If 50 per cent. of the other expenditure as worked out above is divided by this average attendance- we shall get the existing rate of grant-in-aid per pupil in average attendance. This should be rounded off to the next higher ten naya paisa and the figure so arrived at would be the basis of capitation grant.

(e) The grant for 1959-60 would then be as follows :—

(i) A grant of 50 or 60 per cent. as the case may be on all expenditure connected with the primary

Recommendation.

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paragraph.

teachers sanctioned in 1958-59 as well as on the grant-in-aid paid to approved private primary schools within the municipal area during the same year ;

(ii) A capitation grant at the rate fixed under (d) above on the average attendance of all pupils in municipal and private schools during 1958-59.

(X-43)

145. (a) The work involved in adopting the new basis of grant-in-aid is so large and urgent that it cannot be left to the routine administration of the Department. We, therefore, propose that a special unit for the purpose should be created in the office of the Director of Education for a period of two years with effect from 1st of April 1959 ...

(X-45)

(b) The unit should be placed under an officer of (B. E. S. Class II level) who has had a special experience of the old grants-in-aid system and who can be depended upon to understand and implement our new proposal in the proper perspective ...

(X-45)

(c) It should be made the responsibility of this Special Officer to take summary measures and to close all the cases of the old audit notes finally before the 31st March, 1961 ...

(X-45)

Disposal of outstanding Audit Notes.

146. We feel that finalisation of Audit Notes can be expedited very greatly if frequent conferences could be arranged between the Director of Education and his assistants dealing with the work and the Examiner, Local Fund Accounts and his assistants. We, therefore, recommend that a conference of this type should be called as early as possible by the Director of Education. Thereafter the conference should be repeated every quarter until all the old cases are finally disposed off ...

(X-46)

147. We propose that the Auditor in charge of the Audits of school boards, the Administrative Officer of the Board and a senior officer of the Office of the Director of Education who is in charge of the work should meet at the Office of the School Board itself and discuss the outstanding audit notes and propose some agreed solution of the problem ...

(X-46)

148. Government would be well-advised to delegate fairly large powers to the Director of Education, in respect of taking final decision in cases of

Recommendation.

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paragraph.

irregular or imprudent expenditure, so that all the old outstanding arrears may be disposed off without delay

(X.46)

149. The powers which are now vested in the Commissioner under the Bombay Local Fund Audit Act, 1930, in respect of the District Local Boards and municipalities should be vested in the Director of Education, in respect of the Audit notes of the District and Municipal School Boards (and the proposed Taluka School Committees and the School Committees of the non-authorised municipalities).

(X.46)

Objectives of Audit.

150. (a) Under the new system, the first objective of the audit (which would be annual) is to admit expenditure against the Primary Education Fund. Here the general criterion to be followed is to see whether the Fund is missed or misapplied.

(b) The second object of the audit should be to ascertain whether each authorised municipality has paid its prescribed minimum contribution into the Primary Education Fund. The Audit Note should first determine the contribution due and then bring to the notice of the Department the cases where this contribution has not been paid in full. We have one specific suggestion to make in this respect. All amounts held to be a "misapplication" of the Fund should be deducted from the actual municipal contribution before deciding whether the minimum contribution has been paid or not. It shall be one of the duties of the Divisional Deputy Directors of Education to see that the municipalities pay the prescribed contribution and the audit should help them in this.

(c) The third object of the audit is to help in the assessment of grant-in-aid. We suggest that the audit note should contain provisional calculations of grant-in-aid which would be finalised by the Department in due course.

(d) Lastly, the audit should assist in building up a good financial administration at the Local level. For this purpose, it should also contain general observations on the efficiency with which accounts were maintained, point out the wrong procedures followed or common mistakes committed, and suggest remedies for improvement.

Recommendation.	Chapter and paragraph.
It will be the duty of the Department to take firm action on this part of the audit note ...	(X-47)
151. If our proposals are adopted, several changes will have to be made in the system in which the accounts of the Primary Education Fund are now maintained. It would be the duty of the Special Officer to carry out this part of the reorganization in consultation with the Local Audit Department ...	(X-49)
<i>Sanctioning of Additional Teachers.</i>	
152. (a) Regarding the sanctioning of the additional teachers, the Government should fix the ratio of pupils to teachers (e.g., 40 to 1) and sanction should be accorded to as many teachers as can be justified on this basis ...	(X-50)
(b) If for any reason the Government finds that it cannot agree to the above recommendation, we strongly recommend that the alternative proposal, [explained in paragraph 50(b) of Chapter X] should be adopted by Government in the matter of sanctioning additional teachers to authorised municipalities ...	(X-50)
<i>Revision of Capitation Grants.</i>	
153. After the adoption of the new pattern (it will be necessary) to equalise rates of capitation grant. It should be the same for every municipality in the same group ...	(X-51)
154. A machinery for the periodical revision of the rate of capitation grant should also be provided for. Such a revision should be made every two or three years and the work may be undertaken by the Office of the Director of Education in consultation with the Divisional and State Boards of Primary Education ...	(X-51)
<i>Fees in Municipal Primary Schools.</i>	
155. (a) The State Government should not direct the levy of fees in municipal primary schools. On the other hand, it should discourage the levy of fees in these schools wherever possible.	
(b) No fees should be charged in Classes I to IV even in areas where compulsion is not introduced at present.	
(c) Even at the non-compulsory stage (Classes V-VII) it should be left entirely to the discretion of the municipality to charge or not to charge fees.	

Recommendation.

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paragraph.

(d) If a municipality decides to raise some money by charging fees at this level, it should be allowed to do so, provided the rates of fees do not exceed those prescribed by Government and provided also that a freeship is given to—

(i) every child whose parents claim inability to pay fees ;

(ii) every girl ;

(iii) every child from the backward class ...

(X-52)

156. We recommend that all the orders (regarding the levy of fees referred to in paragraphs 53-55) should be immediately cancelled ...

(X-55)

157. We also recommend that there should be a specific provision in the Act to the effect that the right to levy fees in the primary schools conducted by the Municipal or District School Boards shall vest in the School Boards concerned ...

(X-55)

158. We recommend that the grant-in-aid to authorised municipalities on account of primary school buildings should be based on principles set-forth in paragraph 56 of Chapter X ...

(X-55)

They are briefly :—

(a) Authorised Municipalities should be asked to finance their programmes for the construction of primary school buildings by raising loans.

(b) The State Government should treat the annual instalment for the repayment of loans as recurring expenditure of primary education and admit it for grant-in-aid at 40 per cent. When this is not possible the authorised municipalities should be permitted to charge a reasonable rent for the buildings concerned and such rent should be admitted for purposes of grant.

(c) At present such rent is disallowed when it exceeds the permissible limit of 5 per cent. increase over the preceding year. It is essential to delete this rule.

Non-Authorised Municipalities, Present Position.

159. As we look at the problem, the fundamental defects in the existing system of the administration of primary education under non-authorised municipalities are two :—

(a) The basis prescribed for the municipal contribution for primary education is unrealistic and wrong ; and

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paragraph.

(b) The financial contribution and responsibility for executive administration are divorced from one another.

Unless these two defects are corrected, it will not be possible to improve the existing situation ...

(XI-11)

Contribution towards Primary Education.

160. If we desire to insist on a *minimum equitable* educational effort (from every non-authorized municipality), the contribution of non-authorized municipalities should be a proportion of their total income

(XI-12)

161. In arriving at the total income we would exclude all Government grant received by the Municipality, all trust funds held by the municipality for specific purposes, and income from fees etc. from educational institutions etc. No other item need be excluded. (But) this point may be got examined by Government through the Local Self-Government Department and a clear-cut definition of the "total income" of a municipality for the purpose of assessing its contribution for primary education should be prepared

(XI-13)

162. It should be laid down that every non-authorized municipality shall maintain a Primary Education Fund of its own and that it shall credit annually into the fund, such percentage of its total income during the preceding year as may be prescribed by Government in this behalf (in four quarterly instalments payable in advance).

Share in the Administration.

163. We therefore recommend that section 41(2) of the Bombay Primary Education Act, 1947 should be replaced (by another suggested by us) ...

(XI-16)

164. We propose that every non-authorized Municipality shall be required to constitute a school committee for supervision over the primary schools in its area

(XI-17)

165. Such committees should have 4 to 8 members. Half of them should be councillors of the municipality, while the remaining half should be persons "primarily interested in education", and elected or appointed by the municipality. The term of the members of committee should be two years and

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half the number of members should retire annually in rotation on the pattern suggested for authorised municipalities	(XI-18)
166. The provision for such a committee should preferably be made by an amendment of the municipal Act itself If this is not possible or desirable, a special section on this subject should be introduced in the Primary Education Act and the necessary Rules and bye-laws should be framed thereunder	(XI-18)
167. We strongly recommend that the school Committees of non-authorised Municipalities should be vested with adequate powers and responsibilities for primary schools in their areas	(XI-19)
168. The following is a tentative list of powers and duties that should be delegated to the School Committees of non-authorised municipalities :—	
(1) To carry out ordinary and special repairs of the buildings of municipal primary schools;	
(2) To construct new buildings for primary schools,	
(3) To acquire and maintain play-grounds ;	
(4) To purchase and supply equipment to municipal primary schools ;	
(5) To make adequate provision for physical education and medical inspection and treatment of children receiving primary education in all the schools situated within the municipal limits ;	
(6) To make provision, wherever possible, for mid-day meals to poor and under-nourished children ;	
(7) To appoint all the special teachers (e.g., for drawing, drill, music, crafts, etc.,) and non-teaching staff required for the municipal primary schools and to control their services ;	
(8) To make provision for drinking water and other necessary amenities required by school children ;	
(9) To make adequate provision for school uniforms ;	
(10) To celebrate school functions and organise schools excursions or other social and cultural programmes in accordance with the instructions	

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that may be issued by Government or the District School Board from time to time ;

(11) To exercise such supervision over the local primary schools as may be directed by the District School Board by general or special orders ;

(12) To be responsible for all expenditure connected with municipal primary schools (except the salaries and allowances of the teaching staff) ; and

(13) Generally to exercise such powers and perform such duties as the District School Board may delegate from time to time

(XI-20)

Financial Powers of School Committees.

169. The School Committees should have full authority to administer the primary education fund of the non-authorized municipalities. They should have the full authority to incur expenditure according to the budget sanctioned by the municipality, and they should also have definite powers to sanction expenditure up to a prescribed limit and adequate powers of reappropriation

(XI-21)

Financial Arrangements for the Expenditure on Primary Education.

170. (a) The State Government should provide the entire teaching staff required for the municipal primary schools within the limits of non-authorized municipalities. The staff would be borne on the cadre of primary teachers recruited and controlled by the respective District School Boards to whom the management of these primary schools would be entrusted.

(b) The grants to approved private primary schools within the area of the non-authorized municipalities should also be paid by the District School Boards direct.

(c) The State Government should pay a grant to the district school boards on a hundred per cent. basis on account of these two items.

(d) All expenditure on primary education, other than on the teaching staff and grant to private primary schools will have to be met

Recommendation.	Chapter and paragraph.
by the non-authorised municipalities themselves (out of their Primary Education Funds).	
(e) The State Government should, however, sanction non-recurring grants for primary school buildings in the area of a non-authorised municipality, at 40 per cent. of the expenditure approved for the purpose ...	(XI·24)
171. To ensure that every non-authorised municipality shall set aside an adequate amount to meet its liability, we recommend that a minimum statutory contribution to primary education should be prescribed for all non-authorized municipalities. ...	(XI·26)
172. We recommend that a minimum contribution of not less than five and not more than ten per cent. of the total income should be prescribed for all non-authorized municipalities ...	(XI·27)
173. The exact rate of the contribution should be decided by executive orders issued by Government from time to time ...	(XI·32)
174. Government should examine the whole position and then give relief to the non-authorised municipalities as it considers necessary ...	(XI·32)
175. In order to supplement the contribution out of the total income, we recommend every committee to collect funds for primary education in other ways also, (e.g., donations, subscriptions and fees.) ...	(XI·28)
176. The existing representation given to non-authorised municipalities in district school boards should continue ...	(XI·31)

Administration of Primary Education in the Urban Areas of Vidarbha, Saurashtra and Marathwada.

177. We recommend that—

(a) The principles of classification enunciated in Chapter VIII should be extended to Vidarbha, Saurashtra—Kutch and Marathwada and all the municipalities in these regions should be classified as authorised or non-authorised.

(b) The pattern of the administration described in Chapters IX and X should be introduced in all authorised municipalities and that described

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in Chapter XI should be introduced in all non-authorised municipalities.

(c) In extending these patterns to these regions, care should be taken to see that the transition to the new order is made smooth and gradual. This should be done by giving them a period of three to six years to adjust their budgets to this new obligation and by introducing a sliding scale of grant-in-aid during this period of transition.

Municipalities in Vidarbha.

178. Applying the tests proposed by us in Chapter VIII, we find that the following municipalities will fall under—

(b) Authorised Municipalities—Group II—
Amravati, Akola, Chanda, Wardha and Khamgaon.

They should be aided at 50 per cent. of their expenditure on primary education ...

[XII·3(b)]

(b) Authorised Municipalities—Group III—
Gondia, Hinganghat, Yeotmal, Kampti, Malakapur, Karanja, Bhandara, Washim, Tumsar.

They should be aided at 60 per cent. of their expenditure on primary education.

We assume their willingness. But we have no data regarding their efficiency. This should be investigated into by Government before the final decisions are taken ...

[XII·3(c)]

179. We recommend that the cases of the following municipalities should be examined on merits and they should be classified as authorised, Group III, if they are or promise to be efficient :—

Achalpur, Akot, Badnera, Umra, Pulgao, Anjangao, Suja, Shegaon, Arvi, Murtijapur, Nandura, Pusad, Paratwada ...

[XII·3(d)]

180. All other municipalities will have to be treated as non-authorised. The recommendations made by us in Chapter XI should be extended to these municipalities ...

[XII·3(d)]

181. Since our proposals are not likely to create any financial or other difficulties for municipalities in Vidarbha, we recommend that they should be implemented immediately ...

(XII·3)

Municipalities in Saurashtra.

182. We recommend that the pattern of administration of primary education in urban areas which we have recommended in Chapter VIII—XI should be extended to Saurashtra also in order to associate the municipalities with the administration of primary education and to impose a statutory contribution for primary education on them. In doing so, however, care will have to be taken to see that (a) adequate time is given to the municipalities to adjust their budgets to this new responsibility and that (b) the grants-in-aid which are given to municipalities in the area of old Bombay State are also extended to these municipalities before compelling them to make contributions for primary education ...

(XII 4)

183. The following should be classified as authorized municipalities, group II, Bhavnagar, Rajkot, Jamnagar, Junagadh, Porbander, Veraval, Morvi, Gondal, Surendranagar. They should be aided at 50 per cent. of the total expenditure on primary education incurred within their areas. A period of 5 years should be given to them to enable them to adjust themselves to the new responsibility. (First year—75 per cent.; Second year—65 per cent.; Third year—60 per cent.; Fourth year—55 per cent.; Fifth year 50 per cent.) ...

[XI 4(b)]

184. The following should be classified as authorised municipalities—Group III, Dhoraji, Jetpur, Mahuwa, Savarkundla. They should be aided at 60 per cent. of the total expenditure on primary education incurred within their areas, and a period of 5 years should be given to them to adjust themselves to this new responsibility. (First year—80 per cent.; Second—75 per cent.; Third—70 per cent.; Fourth—65 per cent.; Fifth—60 per cent.) ...

[XII 4(c)]

185. All the other municipalities in Saurashtra should be non-authorized. ...

[XII 4(d)]

186. A period of three years should be given to these non-authorized municipalities in order to give them time to adjust their budgets to this new obligation. In the first year after the transfer of control, Government should give these municipalities a grant-in-aid equal to the actual expenditure incurred within the municipal area concerned on the

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responsibilities that are being transferred to them. In the second year, this grant should be reduced to two-thirds, and in the third year, it should be reduced to one-third. In the fourth year, it should be discontinued altogether so that the entire responsibility is assumed by the non-authorised municipality

[XII·4(d)]

Municipalities in Kutch.

187. Bhuj and Mandvi should be classified as authorized municipalities, group III and aided at 60 per cent. (on the same basis as in recommendation No. 184 above).

188. The remaining municipalities of Anjar and Mundra should be classified as non-authorized. They should be given a period of three years for adjustment on the same basis as in recommendation No. 186 above.

Municipalities in Marathawada.

189. Regarding municipalities, in Marathawada, we make the following recommendation :—

(a) The principle that the Municipalities should be closely associated with the administration of primary education within their areas should be accepted forthwith. But in view of the peculiar conditions in Marathawada, the actual enforcement of this principle should be spread over a fairly long time.

(b) The first municipal school board to be constituted under the new Primary Education Act should be entirely nominated (for 3 years).

(c) Nanded, Jalna, Aurangabad and Latur should be classified as authorised municipalities (Group III) and aided at 60 per cent. of the expenditure incurred on primary education in their areas.

The grant-in-aid to these municipalities should be adjusted in a period of six years. In the first two years after the transfer of control, the grant should be equal to the expenditure incurred on primary education in the area of the municipality concerned during the year preceding the transfer and the municipality should be required to bear only the increase in such expenditure. In the third year, the Government grant should be at 90 per cent. of the total expenditure incurred on primary education

Recommendation.	Chapter and paragraph.
within their areas, in the fourth, fifth and sixth, it should be reduced to 80, 70 and 60 per cent. respectively	(XII-6)
190. The remaining municipalities should be classified as non-authorized. As recommended by us already for municipalities in Saurashtra (recommendation No. 186), they also should be given a period of four years to adjust themselves to this new responsibility	(XII-6)
191. Almost all municipalities in Marathawada have accumulated large balances and also have very heavy arrears of house tax to be collected. We recommend that very early steps should be taken to collect these arrears and 20 per cent. of the aggregate amount of cash balances and recoveries of arrears should be set aside for the primary school building fund. 20 per cent. of the cash balances should be set aside immediately for this purpose and 20 per cent. of the recoveries should be transferred to this fund as and when they are collected, say, at the end of every quarter	(XII-6)
<i>Municipalities in Small Towns.</i>	
192. (a) We recommend that in future no municipality should be established at any place, where the population is less than 10,000 or where the total income of municipality is likely to be less than 50,000.	
(b) If there is a municipality existing in a place whose population is less than 5,000, it should be converted into a village panchayat, unless there are exceptional reasons to the contrary. The final decision in the matter may, however, be left to the local people and only those municipalities in this category should be converted into village panchayats which pass a resolution to that effect by a majority of 2/3 of the members present at the meeting. (It should not also be less than half the total number of members of the municipality.)	(XII-7)
<i>The Role of Local Bodies in the Administration of Primary Education.</i>	
193. The history of relationship of local bodies with the administration of primary education in the area of the old Bombay State shows all the different forms of relationship from complete centralization in	

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the hands of Government to complete and uncontrolled delegation of authority to local bodies. It also shows that the ultimate solution of this difficult problem has to be sought in some compromise wherein the local bodies would administer primary education but would also be subject to a close supervision from Government

(XIII-12)

194. The Janapad experiment in Vidarbha has shown us both the advantages and disadvantages of the concentration of executive authority at the Tahsil level and it is for us to see how we benefit from it in our future planning

(XIII-20)

195. A comparative study of the administrative systems of primary education in other countries does not offer any great help in the solution of this problem. Every country evolves a system best suited to its genius and it is possible to show all kinds of combinations of different patterns and basic principles. It will be necessary, therefore, to look to our own past history and to decide these problems in the light of our peculiar social and cultural requirements.

(XIII-23)

196. Our own cultural traditions are entirely in favour of developing fairly autonomous and largely self-sufficient local communities and if a really democratic way of life is to be created in India, and if our future administration is to be built up on this basis, decentralization of executive authority in primary education at the local level becomes an inescapable condition of administrative organization.

(XIII-24)

197. (a) The local bodies must (therefore) be associated intimately with the administration of primary education, in order to develop local initiative, create local enthusiasm and harness local resources for the development of mass education ;

(b) A number of evils which are commonly seen in the administration of primary education by local bodies can be effectively remedied if—

(i) a system of adequate grant-in-aid is introduced ;

(ii) proper safeguards are adopted to see that the authority delegated is not abused ;

(iii) the State Government assumes responsibility to provide each local body entrusted with the administration of primary education with

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a trained, experienced and efficient Administrative Officer, and also assumes the responsibility to train all the other staff adequately ;

(iv) the scales of pay and other emoluments, conditions of service and old-age provision are made identical for Government servants and the employees of local bodies ; and

(v) special and adequate measures are adopted to develop a proper sense of civic responsibility among the non-official members of the local bodies.

The proposals made in this Report are based on this fundamental programme which we believe to be far superior to that of direct centralization of the administration of primary education under the State Government

(XIII-197)

ADMINISTRATION OF PRIMARY EDUCATION
IN RURAL AREAS.

The Unit of Administration.

198. The most acceptable proposal regarding the unit of administration would be to decentralize executive authority suitably at all the three levels—District, Taluka and Village—and, therefore, we are making our proposals for administrative re-organisation on the assumption that section 15 of the Bombay Primary Education Act, 1947, would be amended in such a way that Taluka School Committees with specific powers and executive duties and responsibilities would be constituted under the provisions of the Act itself.

(XIV-11)

Functions at the District Level.

199. The present powers and duties of the existing District School Boards will have to be considerably modified, because we are visualising an increase in their powers and duties, we look upon them as the principal executive authority in the administration of primary education and some of the functions which are now performed at the District level will have to be transferred to the Taluka level ...

(XIV-12)

200. All planning at the District level should be made a responsibility of the District School Boards and the duty of the Department should be to co-ordinate all the plans prepared by Authorised Municipalities and District School Boards in the State Plan.

(XIV-13)

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201. The recommendations regarding the Administrative officers of authorized municipalities (numbers 122 and 126) should be extended to District School Boards also	(XIV-16)
202. The administrative staff visualised by us includes (i) the Administrative Officer, (ii) Assistant Administrative Officers at the rate of one Officer for every Taluka, *† (iii) Supervisor-cum-Headmaster,‡ and (iv) Head-Clerk, Office-Superintendent and Accountant of the Office of the District School Board	(XIV-16)
203. (a) We recommend that the posts of Head-Clerk, Office Superintendent and Accountant of District School Boards should be held by Officers of Government.	
(b) The existing incumbents should be taken over in Government service.	
(c) The Department must be very strict in their transfers exactly on the same basis which the High Court adopts in respect of its mofussil staff. No Officer of this group should be kept at one place for more than five and for less than three years ...	(XIV-16)
204. With regard to the teaching staff, the sanction of Government should be required only for the number of posts of primary teachers to be created and the procedure for the grant of such sanction should be simplified. Subject to this reservation, all powers over this category of staff shall vest in the District School Board	(XIV-18)
205. Regarding clerks we do accept the need of transferring them and suggest that such cases may be dealt with when necessary by transfer to Taluka School Committees§	(XIV-19)
206. All authority in respect of attendance officers, clerks, special teachers, peons and other inferior staff should be vested in the District School Boards	(XIV-19)

* In Vidarbha, the area of Janapada is equal at least to two Talukas. So each Janapada shall have an Assistant Administrative Officer, and a joint Assistant Administrative Officer.

† These are proposed to be Government Servants.

§ In the case of authorised municipalities they may be transferred to any other branch of municipal administration.

Recommendation.

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207. The recruitment and control of all the staff of the District School Boards (inclusive of the staff of Taluka School Committees) would be governed by the existing provisions relating to the Staff Section Committees and Appellate Tribunals which, we think, should continue. We do not propose any change in the constitution and working of these ... (XIV-23 & 33)

208. We feel that the publication of properly prepared annual reports is a good tool of educative propaganda. It should be one of the functions of the District School Boards ... (XIV-24)

209. We recommend that sections 69 and 13 (3) of the Act should be amended to provide that Government shall make rules only on matters specified in the Act and that the District School Boards can make regulations on all the remaining matters.

210. We propose that instituting scholarships and prizes for helping girls and deserving poor boys (to prosecute their studies in class V—VII of Primary Schools and in the other educational activities of an equal or higher level entrusted to it) should be an integral duty of the District School Boards ... (XIV-26)

211. We propose that the District School Boards should have the powers to sanction their own budgets ... (XIV-27)

212. Recommendation No. 155 regarding fees should be extended to rural areas also ... (XIV-28)

213. If these proposals are approved by Government, section 13 of the Bombay Primary Education Act will have to be amended as under :—

“13. (1) Subject to the provisions of this Act and the rules made thereunder, the District School Board shall be the chief executive authority for the administration of primary education in the District and shall with the assistance of Taluka and Village School Committees be responsible for making adequate provision for primary education in the District.

(2) The State Government may authorize any District School Board, by a general or special

order issued in this behalf, to provide for any or all of the following educational activities, viz :—

- (a) pre-primary education in areas inhabited by aboriginal and hill tribes ;
- (b) Secondary schools in rural areas where private effort is not forthcoming ;
- (c) Hostels for the poor and deserving pupils from rural areas ;
- (d) Continuation and part time elementary education for the age-group of 11 to 14 ;
- (e) Vocational education for the children of rural areas in the age-group of 14 to 18 ;
- (f) Social education classes and libraries in rural areas ;
- (g) Gymnasia and recreational Centres for village youth and adults ;
- (h) Taluka and district sports ; and
- (i) Such other educational duties and functions vesting in the State Government as it may, from time to time, delegate.

These functions would be undertaken only if additional resources are available.

(3) Subject to the provisions of this Act and the rules made thereunder, and so far as its primary education fund will allow, the district school board shall perform the following duties and functions :—

- (a) To prepare Five Year Plans for the development of primary education and all other educational activities entrusted to it within the District and, with the approval of Government, to adopt all measures necessary to implement them ;

Without affecting the generality of the foregoing provision, a District School Board may, on its own motion and shall, if directed by Government, prepare schemes for the expansion of primary education on a voluntary basis, for the introduction of compulsion, for improving the quality of primary education and for the expansion and improvement of all the other educational activities entrusted to it ;

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(b) To conduct an educational survey of the District on such lines as may be prescribed by Government from time to time and to revise it from year to year ;

(c) To maintain and aid an adequate number of primary schools and such other institutions as may be needed to satisfactorily discharge the educational responsibilities entrusted to it ;

(d) To maintain an adequate administrative, teaching and other staff required for the primary schools and other educational institutions under its control ;

Provided that such members of the administrative staff as may be specified by Government in this behalf shall be the servants of the State Government ;

Provided further that the previous sanction of the State Government shall be obtained for the schedule of staff of primary teachers to be employed by the District School Board ;
and

Provided still further that, if the State Government is of opinion that the staff employed or proposed to be employed by a District School Board is excessive, it shall issue such directions to reduce the staff as it may deem fit and the District School Board shall give effect to such directions ;

(e) To sanction the Schedules of staff required by the Taluka School Committees ;

(f) To maintain an adequate engineering establishment to guide the Taluka School Committees in the construction and maintenance of primary school buildings ;

(g) To publish an Annual Report on the progress of primary education and other educational activities in the District ;

(h) To carry on propaganda in the District for the expansion and improvement of education in general and primary education in particular ;

(i) To make regulations, with the approval of the Director of Education, for all matters connected with the administration of primary education and other educational activities entrusted

to the Board, for which provision is not made in the Act and the Rules. Such regulations shall not be inconsistent with the provisions of the Act and the Rules and the directions issued by Government ;

(j) To institute scholarships and prizes for helping girls and deserving poor boys to prosecute their studies in classes V—VII of primary schools and in the other educational activities of an equal or higher level entrusted to it ;

(k) To sanction the annual budget of the Primary Education Fund of the District and of the other educational activities entrusted to it ;

(l) To sanction all tenders for the supply of forms, stationery, furniture or equipment ;

(m) To sanction the budgets of the Taluka School Committees ;

(n) To sanction grants-in-aid to Taluka School Committees ;

(o) To give recognition and grant-in-aid to private primary schools in accordance with the Rules sanctioned by Government for the purpose ;

(p) To determine the fees to be charged in all primary schools and other educational institutions maintained by it :

Provided, however, that no fees shall be charged in Classes I—IV and for education which is compulsory, and provided further that no fees shall be charged in any primary school for the children of all parents who declare that they are unable to pay fees, for all girls, and for all children of the backward communities ;

(q) To accept donations and trusts for primary education and other educational activities entrusted to it ;

(r) To cause the work of the Taluka School Committees inspected annually and to give such directions on the results of the inspection as may be deemed necessary ;

(s) To supervise the activities of the School Committees of the non-authorised municipalities, to ensure that each non-authorized municipality pays its contribution into the Primary

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Education Fund and to bring cases of default to the notice of the Divisional Deputy Director of Education, to sanction the budgets of the Primary Education Fund of these municipalities, and generally to guide them to maintain and improve the primary schools within their areas ;

(t) To recommend to the Director such modifications in the curriculum as may seem necessary to suit local requirements ;

(u) To determine, with the approval of the Educational Inspector, the hours of instruction and the number and duration of vacations ;

(v) To determine the holidays to be given to educational institutions under its control ;

(w) To advise the Government generally on all matters in respect of primary education in the District and the other educational activities entrusted to it ; and

(x) To perform such other duties and to exercise such other powers as may, from time to time, be prescribed or delegated by Government.*

(XIV-32)

Transfer of Teachers.

214. We recommend the constitution of a Transfers Committee for each District School Board consisting of the Chairman of the Board, the Deputy Educational Inspector and the Administrative Officer

(XIV-35)

215. The transfers within the Taluka should be done by a Committee at the Taluka level consisting of
(i) the Chairman of the Taluka School Committee
(ii) The Assistant Administrative Officer of the Taluka, and only the proposals of Inter-Taluka transfers should be considered by the District Transfer Committee

(XIV-36)

216. The Research Bureau of the Office of the Director of Education should carry on investigations on this problem in a few selected districts and prepare a policy document on the basis of which it would possible for each District School Board to regulate the postings and transfers of teachers ...

[XIV-43(a)]

* Sections 17 and 18 which refer to authorized municipalities shall have to be amended in the light of the new section 13, *mutatis mutandis*.

Recommendation.

Chapter and
paragraph.

217. In the meanwhile, the Department should issue a revised set of instructions to all the District School Boards regarding the principles on which transfers of teachers may be regulated. The existing departmental instructions as well as the results of the investigation given in the report may be considered from this point of view. There is also a practice in some countries under which a teacher is appointed to the smallest and most inconvenient villages when he is first appointed and is gradually promoted to posts in bigger places as he grows older in service. This is also a good suggestion which may be considered for adoption. We feel however that the Department should organise Divisional Seminars of Administrative Officers on this problem and the existing set of instructions should be finalised as a result of these seminars ...

[XIV-43(b)]

218. The Transfer Committees should meet monthly and decide on the transfers necessary. Every decision should be in accordance with the instructions issued; and if it is necessary to make an exception in any case, the reasons for so doing should be placed on record in the proceedings. Emergency transfers between two meetings would be done by the Administrative Officer and would be placed before the next meeting for confirmation.

[XIV-43(c)]

219. In the annual inspections of District School Boards and Taluka School Committees, the proceedings of the Transfer Committee should be carefully examined and instructions to improve its working should be given in the Inspection Report ...

[XIV-43(d)]

220. We have a bad inheritance in the matter of transfers and officials and non-officials alike have come to look upon it as a part of personal patronage. This tradition has to be replaced by a system of impersonal rules and regulations which would give equal justice to all. It should be a special responsibility of the Department to bring about this transformation and the non-official members of the Boards must give it their full co-operation ...

[XIV-43(e)]

221. The primary teachers themselves must be taken into confidence and trained to look at the problem *collectively*, and not from the point of view of *individual convenience* as is being done at present.

Recommendation.

Chapter and
paragraph.

They must be made to realise that the needs of social justice demand that the good and the evil of the situation has to be shared alike by all and that it is in the ultimate interest of the teachers themselves that they help in creating and establishing an impersonal and just system in this field ...

[XIV-43(f)]

222. The Taluka School Committees shall function as the agents of the District School Board. They will have finally powers in some matters and in others, they shall submit recommendations to the District School Board. They shall also be bound to comply with the Act, Rules, directives of Government, regulations made by the District School Boards and its general and special directives ...

(XIV-44)

Functions to be assigned at the Taluka Level.

223. Bombay Primary Education Act, 1947 should be suitably amended and statutory provision should be made for the constitution of Taluka School Committees and the powers and duties listed below should be assigned to them :—

(a) To assist the District School Board in conducting and revising Educational Surveys and in preparing and implementing Five-Year Plan for the development of primary education and all other educational activities entrusted to it;

(b) To provide adequate accommodation and equipment for primary schools;

(c) To open, with the Sanction of District School Board, new primary schools in places where they are needed;

(d) To determine the exact location of primary schools;

(e) To supervise³ the working of all primary schools and of such other educational institutions under the control of the District School Board as the Board may decide from time to time;

(f) To exercise such powers over the staff employed in primary schools and other educational institutions under the control of the District School Board as may be delegated to it from time to time³;

(g) To supervise⁴ the activities of the Village School Committees, to ensure that each Village Panchayat pays its contribution into the School

Find and to bring cases of default to the notice of the Educational Inspector of the District, and generally to guide them to maintain and improve the primary school or schools in their charge ;

(h) To be responsible for the enforcement of compulsory primary education ; and without prejudice to the generality of the foregoing provision ;

(i) to determine on the recommendation of the Assistant Administrative Officer, the distance measured according to the nearest road between an approved school and the residence of the child for the purposes of clause (c) of section 33, and

(ii) to grant, on the recommendation of the Assistant Administrative Officer, exemption from attending an approved school to a child who is receiving instruction otherwise than in an approved school ;

(i) To grant sanction to the changes in the dates of birth and the names of pupils attending primary schools ;

(j) To construct new buildings for primary schools and to carry out special repairs ;

(k) To sanction grants-in-aid to Village School Committees ;

(l) To advise the District School Board generally on all matters connected with primary education and other educational activities undertaken by the Board in the Taluka ;

(m) To carry on propoganda in the Taluka for the expansion and improvement of education in general and Primary Education in particular ; and

(n) To exercise such other powers and to perform such other duties as may be delegated to it by the District School Board from time to time.

Notes : —

1. The hiring of buildings for primary schools would, be sanctioned by the Taluka School Committees on the recommendation of the Assistant Administrative Officers and the amount of rent payable would have to be certified as reasonable by the authority to be specified by Government in this behalf. Similarly the construction of new buildings for primary schools will also have to be taken by the Taluka School Committees.

Recommendation.

Chapter and
paragraph.

2. We propose that the supervision of individual primary schools should be a special responsibility of Taluka School Committees in future.

3. In the interests of the efficiency of the administration, it would be desirable to delegate certain powers of the Administrative Officer and the District School Board to the Assistant Officer and the District School Board to the Assistant Administrative Officer and the Taluka School Committee. (e.g., enquiries into complaints against the primary teachers which usually involve some disciplinary action at a later stage, should be made by the Assistant Administrative Officer. The Assistant Administrative Officer should be authorised to warn or fine the teachers, the amount of fine not exceeding Rs. 5. In cases of extreme emergency, the Assistant Administrative Officer should also be authorized, with the approval of the Chairman of the Taluka School Committee, to suspend a teacher. This delegation of power is necessary, not only for the purpose of reducing the burden of routine work which now almost crushes the Administrative Officer, but also to enable the Assistant Administrative Officer to supervise the primary schools in his charge satisfactorily and to maintain discipline among the staff employed in them.)

4. It should be a duty of the head-master of every Central School to submit a special Inspection Report on the working of the Village School Committees in his charge. The Assistant Administrative Officer also should personally inspect the working of such committees.

FUNCTIONS AT THE VILLAGE LEVEL.

Village School Committees.

224. (A) Village School Committees are not functioning satisfactorily in any part of the State. We recommend that they should be vitalized as early as possible by giving them financial and executive powers

(XIV-70)

(B) The following is a tentative list of the important functions which are proposed for the Village School Committees :—

(a) To assist the Taluka School Committees and the District School Board in the preparation and implementation of plans for the development of primary education ;

(b) To provide adequate accommodation (hiring buildings with the sanction of Taluka School Committees) and equipment for primary schools ;

(c) To provide for the welfare of the children attending primary schools ;

(d) To carry out the current repairs of the school, and if directed by the Taluka School Committees, to carry out special repairs and to construct new buildings ;

(e) To exercise such supervision over the local primary school as may be prescribed under the Rules or may be directed by the District School Board by a general or special order ;

(f) To be responsible for the enforcement of compulsory attendance in the village in accordance with the Rules and Regulations and general or special directives of Government and the District School Board ;

(g) To be responsible for the administration of fee concessions in accordance with the Regulations framed for the purpose ; and subject to the funds at its disposal, to provide poor children with slates, books, clothes and other educational equipment ;

(h) To be responsible for the proper management of the School Fund ;

(i) To provide play-grounds and school gardens and to maintain them with the assistance of the pupils and the staff of the schools ;

(j) To make provision for drinking water and other necessary amenities required by school children ;

(k) To make provision, wherever possible for mid-day meals to poor and under-nourished children ;

Recommendation.

Chapter and
paragraph.

(l) To make provision for school uniforms ;

(m) To celebrate school functions and to organise excursions or other social and cultural programmes in accordance with the instructions that may be issued by Government or the District School Board from time to time ; and

(n) Generally to exercise such powers and perform such duties as the District School Board or the Taluka School Committees may delegate from time to time

(XIV-71)

225. The responsibility for supplying equipment to the local schools should be shared between the Village and Taluka School Committees on the basis suggested by us in paragraph 74

(XIV-74)

226. The District School Boards may draw up a list of powers of supervision to be delegated to the village school committees. Some simple powers would be delegated necessarily to all the Village School Committees. The delegation of other powers should be left to the Taluka School Committees, who would authorise by a resolution, individual Village Committees, with specific powers. Larger powers of supervision should be given to more efficient Village Committees and a power delegated should also be withdrawn in cases of misuse

(XIV-77)

Constitution of the Village School Committees.

227. (a) A Village School Committee should consist of not less than 4 and not more than 8 persons who are above 21 years of age and who ordinarily reside in the village ;

(b) the entire Committee should be elected by local Panchayat ;

(c) half the members of the Committee should be members of the panchayat ; and the remainder should be persons interested in education (not in the special sense defined in paragraph 6 of Chapter IX) ;

(d) there need be no educational qualifications prescribed for the members of the Village Panchayat to be elected on the Committee. But the other persons to be elected should have at least passed primary standard IV. If a person elected does not

Recommendation.

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paragraph.

have this minimum qualification, his election to the Committee would be subject to the approval of the Taluka School Committee ;

(e) as far as possible, every Committee should include a woman and/or a person of the backward classes ;

(f) the jurisdiction of the Committee should be co-extensive with the Panchayat and shall include all schools within the area of the Panchayat ;

(g) the Committee should elect its own Chairman ; and

(h) the term of office of the Committee should be co-extensive with that of the Panchayat ...

(XIV-83)

(i) The Head-Master of the Primary Schools will work as the *ex-Officio* Secretary of the Village School Committees and this office, will be located in the buildings of the Primary Schools ...

(XIV-106)

228. In villages where there are no Panchayats, the Taluka School Committees should be authorized to nominate the Village School Committee for a period of three years at a time ...

(XIV-84)

229. If a Village School Committee fails to function properly inspite of efforts, the Taluka School Committee should manage the School Fund and exercise all the powers of the Village School Committee, either directly or through a nominated person or Committee ...

(XIV-85)

230. In very backward areas, the Taluka School Committee should be authorised, with the previous sanction of the District School Boards, to suspend the constitution of the Village School Committees in any particular area and to exercise the powers of Village Committees, directly or through Central School Committee, the jurisdiction of such committees being co-extensive with all the schools under the control of the Head Master-cum-Supervisor of the Central School ...

(XIV-85)

Taluka School Committees : Constitution.

231. The Taluka School Committees should consist of not less than 8 and not more than 12 members.

Recommendation.	Chapter and paragraph.
232. Half the members should be elected by groups of village School Committees formed on the principles of contiguity and approximately equal in population (excluding municipal areas) ...	(XIV-87)
233. All village committees in a group may elect a member in the same way that is now adopted for electing the representatives of the non-authorized municipalities on the District School Boards ...	(XIV-88)
234. The other half of the members should be elected by the District Local Board. Of these one shall be a member elected from the taluka, one shall be a woman, one shall be a person representing the interests of Backward Classes and the remaining shall be persons who shall be primarily interested in education as defined in Chapter IX, paragraph 6 ...	(XIV-89)
235. All members of the Taluka School Committee shall have passed at least primary standard VII examination. This restriction, however, may be relaxed in the case of women and persons of Backward Communities ...	(XIV-90)
236. The term of office of the Taluka School Committee would be four years. It will elect its own Chairman and Vice-Chairman ...	(XIV-91)
237. In Vidarbha, half of the members will be elected by Janapadas, if they continue (in lieu of District School Boards) ...	(XIV-92)
<i>District School Boards : Composition.</i>	
238. The system of nominations that now exists should be abolished and all members of the District School Boards should be elected ...	(XIV-93)
239. The Chairman of every Taluka School Committee should be an <i>ex-officio</i> member of the District School Board ...	(XIV-94)
240. In addition to these, the District Local Board should elect not less than seven and not more than ten members of whom one shall be a woman and one to three shall be persons belonging to the backward communities and the remaining shall be Chapter IX persons interested in education as defined in ...	(XIV-94)

Recommendation.	Chapter and paragraph.
These members to be elected by a District Local Board may or may not be the members of the electing Local Board	(XIV-98)
241. The total number of members of a District School Board as well as the details of its composition shall be as prescribed by Government ...	(XIV-94)
242. (a) Provision should be made of a statutory standing committee of not less than seven and not more than ten persons to be elected by a District School Board.	
(b) The standing committee should consist of the Chairman and the Vice-Chairman (Ex-Officio), at least two persons interested in education, and three to six other persons elected by the District School Board.	
(c) It should be given large powers and meet every month, while the District School Board as a whole should meet only once a quarter ...	(XIV-95)
243. In Vidarbha, each Tahsil School committee shall elect not less than two and not more than four members, as may be prescribed by Government, on the basis of the population of the District ...	(XIV-96)

*Representation of the Non-authorized
Municipalities.*

244. We suggest that one or two seats may be reserved for the representatives of the non-authorized municipalities. If the number of such municipalities in a district is four or less, one seat should be reserved for them and two seats should be reserved in the other cases	(XIV-97)
245. Regarding the representation of these municipalities, the existing practice of electing their representatives may be continued. Or these seats would be held for one year only by the Chairmen of the School Committees of the non-authorized municipalities in the district in rotation, the committees being authorized to send their representatives in strict alphabetical order. Our own view is that this method of representation in rotation is better than the existing method of elections ...	(XIV-97)

Recommendation.

Chapter and
paragraph.**Transitional Arrangements.**

246. Immediately after the new Primary Education Act is passed and brought into force, steps should be taken to constitute the Taluka School Committees in all parts of the State (XIV-99)

247. As Village School Committees would be able to elect their representative (according to recommendation number 231), they should be nominated by Government. The term of office of these Committees should be three years (XIV-99)

248. The District School Boards should begin to function without much delay after the Taluka School Committees are brought into existence.

249. In villages where the Panchayats exist the Village School Committees should be elected. Where the Panchayats do not exist, Committees should be nominated by Taluka School Committees.

250. At the end of three years regular election under the new Act should be held. The Taluka School Committees would then be elected from below and the Administrative pattern proposed by us would begin to function in its proper form ... (XIV-99)

251. For the Taluka School Committee an Office consisting of one Assistant Administrative Officer, two clerks and two peons would be necessary ... (XIV-100)

252. Some of the best Assistant Deputy Educational Inspectors should be selected and transferred as Assistant Administrative Officers ... (XIV-100)

253. The Assistant Administrative Officer should be paid a Special Allowance of Rs. 30 per month.

254. There is no need to maintain the existing number of Assistant Deputy Educational Inspectors in view of this new pattern of administration, and we, therefore, recommend that the vacancies created by the transfer of the Assistant Deputy Educational Inspectors as Assistant Administrative Officers should not be filled (XIV-100)

**ADMINISTRATION OF PRIMARY EDUCATION IN RURAL
AREA.**

Grant-in-aid.

Recommendation.	Chapter and paragraph.
255. The grant-in-aid system that now prevails in the area of the old Bombay State is the best, inspite of all its deficiencies. We, therefore, recommend that this system of grant-in-aid, be extended to the area of the State as a whole with certain modifications which are very similar to those (which we have made in Chapter X in the case of authorised municipalities) ...	(XV-43)
256. We propose that the grants payable to the District School Boards should consist of the following three parts :—	
(a) A grant-in-aid, assessed and payable on a hundred per cent. basis, on the expenditure incurred during the preceding year on the sanctioned staff of primary teachers (this will not include special teachers) and on the grant-in-aid paid to private primary schools in the area subject to the control of the District School Boards ;	
(b) A capitation grant on the average attendance of pupils enrolled in all recognised primary schools, public or private, within the area subject to the jurisdiction of the District School Boards (excluding areas included within the limits of the non-authorized municipalities) ; and	
(c) A special grant to be given on account of poverty and backwardness to districts needing such help	(XV-44)
257. All authority in respect of all expenditure on items other than salaries, - allowances etc. of the primary teachers and the payment of grants-in-aid to private primary schools, should be vested in the District School Boards and at the Government Grant-in-aid on this account should be restricted to the flat-rate capitation grant	(XV-45)
258. The residuary financial responsibility will rest on the District School Boards	(XV-46)

Recommendation.

Chapter and
paragraph.*Transformation to the New Pattern.*

259. Our suggestions in this respect are as follows :—

(a) The year 1958-59 should be regarded as the last year under the old system and the new pattern should come into force everywhere from 1959-60.

(b) The total expenditure of District School Boards in 1958-59 should then be divided into two parts—

(1) Salaries and allowances of teachers and grant-in-aid to private primary schools; and

(2) All other expenditure.

(c) The rate of capitation grant should be worked out as follows :—

(i) Calculate the "other expenditure" as defined in (b) above, for 1958-59. In the alternative, an average of the last three years may be taken.

(ii) Take the average for the last three years of the receipts from the Local Fund Cess. An alternative basis would be to take the demand only into consideration, irrespective of the calculation from year to year.

(iii) Calculate the average attendance of children in all primary schools—both public and private—for 1958-59. Here also the average of the last three years would be better. The children attending the primary schools within the limits of authorised municipalities should be excluded.

(iv) Then the rate of capitation grant would be equal to—

"The other expenditure" under c(i) minus the receipts from the Local Fund Cess as under c(ii); divided by the average attendance of children as worked out in c(iii).

This should be increased to the nearest 10 nP.

(d) The grant for 1959-60 would then be as follows :—

(i) A grant of 100 per cent. on all expenditure incurred on the sanctioned staff of primary

Recommendation.

Chapter and
paragraph.

teachers and the grant-in-aid to private primary schools in the area of the District School Board ;

(ii) A capitation grant at the rate fixed under (c) multiplied by an average attendance of all pupils in public and private schools within the area of the Board but excluding those within the limits of non-authorised municipalities during 1958-59 ; and

(iii) A special grant for poor and backward areas, if any

(XV-47)

Existing Balances.

260. We recommend that a directive should be issued under section 54 of the Bombay Primary Education Act, 1947, to the effect that (a) the accumulated balances of the District School Boards as on 1st April 1959 shall be earmarked for the construction of primary school buildings and (b) they shall not be spent without prior approval of the Director of Education

(XV-50)

Contributions of Non-Authorised Municipalities.

261. Regarding the contributions from non-authorised municipalities we make the following proposals :—

(1) No arrears of contributions should be written off ;

(2) If the assessment of the contributions is heavy, they should be reassessed ;

(3) If the total amount of contributions in arrears is very heavy, suitable instalments may be given ;

(4) It would be desirable if Government gives an advance to each non-authorised municipalities equal to the amount of contribution in arrears and clear off the account of contributions till the end of 1958-59 within the year 1959-60 itself. Government may then recover its own advance in suitable instalments

(XV-51)

262. The following recommendations made by us with reference to the authorised municipalities

Recommendation.

Chapter and
paragraph.

will also apply to the District School Boards *mutatis mutandis* :—

- | No. of recommen-
dations. | Subject. |
|------------------------------|--|
| (a) 145
151 | Appointment of Special Officer.
The same Officer will do the work of fixing grants of District School Boards and devising new account procedures and forms. |
| (b) 150 ... | Sanctioning of additional teachers.
We suggest that the proposal for additional teachers for rural areas should be made separately and should also be sanctioned separately by the legislature. Teachers sanctioned for rural areas should not be transferred to urban areas. |
| (c) 153 ... | The rate of capitation grant. |
| (d) 155 ... | Fees. |

The Construction of Primary School Buildings.

263. We propose that the loans and grants which are now being sanctioned by Government through the District Primary School Building Committees should, in future, be sanctioned direct to the District School Boards

(XV-55)

264. (According to our proposal explained in a later Chapter) the District School Board will exercise powers and perform duties in respect of construction of primary school buildings as follows :—

(1) It will maintain the necessary staff of an Engineer and some assistants to prepare plans and estimates for construction of new buildings and for special repairs. Service of this staff would be made available to Taluka School Committees whenever necessary.

(2) The actual construction of school buildings as well as the execution of special repairs would be a responsibility of the Taluka School Committees. The only exception to this general principle would be the buildings of the Central Schools and other buildings whose execution may be

Recommendation.

Chapter and
paragraph.

entrusted to the District School Boards on the request of Taluka School Committees. They would, however, be required to submit their proposals to the District School Board for approval in all cases in which they expect a grant-in-aid from the Board. Even when the Taluka Committee is prepared to execute the work at its own cost, the approval of the District School Board should be required for all original works costing more than Rs. 10,000 and for all special repairs costing more than Rs. 5,000.

(3) The District School Board will supervise the construction of new buildings and the execution of current and special repairs by the Taluka and Village School Committees who will be responsible to satisfy the Board that the buildings of the primary schools are being maintained in a good condition.

(4) It would sanction grants from its own funds to the Taluka School Committees in accordance with the rules framed for this purpose ...

(XV-54)

Establishment Charges.

265. Only the peons and other Class IV servants in their offices or schools will be appointed, paid for and controlled by the Taluka School Committees (for other staff *vide* recommendations numbers 201 to 207) ...

(XV-55)

266. It will be absolutely necessary for every District School Board to maintain at least one Engineer of the status of Deputy Engineer of the Public Works Department and to place him in charge of all the works connected with the construction and maintenance of primary school buildings in the district. He should be given the necessary staff and expenditure on this establishment should be so controlled that it does not ordinarily exceed $7\frac{1}{2}$ per cent. of the total expenditure in the District on the construction and maintenance of buildings ...

(XV-56)

Grant to Taluka School Committees.

267. 75 per cent. of the capitation grant received by the District School Boards should be distributed

Recommendation.	Chapter and paragraph.
to the Taluka School Committees on the same basis, i.e., on the average attendance of pupils in all primary schools,—public and private, within the limits of municipalities	(XV-56)
268. The District School Boards are also expected to give grant-in-aid to Taluka School Committees for the construction of primary school buildings and other non-recurring purposes	(XV-56)

The Local Fund Cess.

269. We propose that the Local Fund Cess which is now levied at a minimum rate of 3 annas on every rupee of the land revenue in the area of the Old Bombay State should be increased to 4 annas and that proceeds from the additional cess of one anna should be made available to each Taluka Committee for expenditure on primary education ...	(XV-59)
270. No time should be wasted in introducing this healthy reform and we recommend that the Local Fund Cess should be raised from a minimum of three annas to a minimum of 4 annas <i>simultaneously in all parts of the State</i>	(XV-59)
271. (When there will be a common Panchayat Law for the State as a whole), there would be no need to make any distinction between Vidarbha and the areas of the Old Bombay State in this regard	(XV-60)
272. As regards Saurashtra, where incidence of land revenue is reported to be high, our needs would be satisfied if an amount equivalent to the levy of one anna Cess on the land revenue is made available annually to every Taluka School Committee in Saurashtra	(XV-61)
273. In Kutch (where the Local Fund Cess is reported to be levied at the rate of 1 anna only), the problem may be examined by Government on merits and some adjustment that may be necessary in view of the Local conditions may be made.	
274. We would, however, like to insist that right from the beginning the District School Board in Kutch should be given resources equivalent to the	

Recommendation.

Chapter and
paragraph.

levy of Cess of 15 pies and that Taluka School Committees must be given resources equal to the levy of a cess of one anna.

275. If it is not possible to impose this cess all at once, grant-in-aid of the same amount may be made by Government as a transitional measure, until the levy of the cess becomes possible ...

(XV 62)

Direct Expenditure by Taluka School Committees.

276. Major responsibilities of the Taluka School Committees will be—

(i) To provide new buildings for primary schools and to carry out special repairs with the help of the Engineering staff maintained by the District School Board as well as of the Village School Committees whenever possible and necessary ...

[XV-65(a)]

(ii) to provide minimum as well as major equipment required for primary schools ...

[XV-65(b)]

(iii) Development of all central schools into first rate educational institutions ...

[XV-65(c)]

(iv) Encouragement of education to girls ...

[XV-65(d)]

(v) Institution of scholarships and prizes to encourage intelligent children from rural areas who cannot, on financial grounds, prosecute their studies beyond Class IV ...

[XV-65(e)]

277. (a) We feel that the system of Government Middle School Scholarship Examination should be discontinued and the funds now spent for the purpose should be transferred to the Taluka School Committees as grant-in-aid through the District School Boards.

(b) The Committees themselves should then be asked to hold a competitive examination at the end of Class IV and award scholarships as suggested.

(c) The additional funds required for this purpose should be provided by the Taluka School Committees from their own revenues ...

(XV-65)

278. The Taluka School Committee would give the Village School Committee two types of grants —

(a) Proportional Grants, (b) Supplementary Grants :

Recommendation.

Chapter and
paragraph.

Proportional grant would be given at a certain percentage of the voluntary contributions raised locally, according the procedure explained in paragraph 66.

If it is found that the income from contribution of the Village Panchayat and fees is not equal to meet the expenditure on the provision and maintenance of building and play-ground for the local school in a particular village, the Taluka School Committee should give it a supplementary grant and make up the deficit

(XV-67)

Financial Arrangements at the Village Level.

279. We propose that every Village Panchayat should be required to make the minimum statutory contribution for the support of the local primary school or schools

(XV-69)

280. The rate of this contribution should be as follows :—

Rate.	Total annual income of the Panchayat (exclusive of Government Grant).
2 per cent. ...	Less than Rs. 5,000.
3 per cent. ...	More than Rs. 5,000 but less than Rs. 10,000.
4 per cent. ...	Rs. 10,000 and more ...

(XV-69)

Voluntary Local Contribution.

281. We recommend very strongly that the following proposals of the Bhise Committee in this respect should be accepted without delay :—

(a) The scheme of the School Chest should be adopted forthwith ;

(b) Every Village School Committee should be authorised to collect money for the local school ;

(c) A certain percentage of the produce of the pupils in the local school should also be earmarked for local expenses and handed over to the school Chest ; and

(d) The whole amount thus collected should be available for expenditure in connection with certain specified items connected with the local school.
paragraph (67)

(XV-70-71)

Recommendation.	Chapter and paragraph.
282. The staff and the students of primary schools should be encouraged to collect funds for the Local schools, either by way of donations or contributions or through their own curricular or extra-curricular activities. The amounts thus collected should be credited into the fund of the school and to be held eligible for the grant-in-aid for the Taluka School Committees	(XV-71)
283. All earnings of school from the school-farm or the school-craft, after payment has been made to the pupils in accordance with the rules should be credited into the school fund and should be available for expenditure on the local school	(XV-73)
284. Fifty per cent. of the income from the fees in the local school be at the disposal of the Village School Committee for expenses in connection with the improvement of the school	(XV-72)
<i>Expenditure by Village School Committees.</i>	
285. Every village School Committee should be under the obligation to provide all the amount required for the current repairs of the local school (if the building is owned by the District School Board) and for its contingent expenditure fixed on such principles as will be laid down from time to time by the District School Board.	
If the building is to be hired, the rent of the building also should be an obligatory responsibility of the Village School Committee	(XV-74)
286. The second responsibility of the Village School Committee is to provide funds for the cultural and welfare activities of the students attending the local school	(XV-75)
287. The expenditure on this account should be met from—	
(a) voluntary contributions (<i>vide</i> recommendation 282),	
(b) all income from the school-farm or school-craft,	
(c) other miscellaneous, income of the School Committee, and	
(d) proportionate grants received from the Taluka School Committee	(XV-75)

*Recommendation.*Chapter and
paragraph.

288. It should be the special responsibility of the staff of the School and of the officers of the District School Board and the Education Department to see that an adequate response is forthcoming for this purpose in every village

(XV-75)

School Funds.

289. It will be necessary for the Taluka School Committee to maintain Taluka primary education funds. The officers of Government would audit them.

290. The Village School Committees also will have to maintain school funds of their own. Arrangements for their audit will have to be made by the District School Boards

(XV-76)

Financial Implications.

291. The proposals made by us do not increase future financial liability of Government in any way and they simplify the existing procedures to a very great extent. We, therefore, recommend that our proposals should be adopted as early as possible ...

(XV-77)

New Legislation for Primary Education.

292. We recommend that a new and comprehensive law should be passed for primary education incorporating such of our recommendations as may be approved by Government and that it should be extended to all the areas of the State. The basis of this law should be the Bombay P. E. Act, 1947 ..

(XVI-14)

Supervision and Inspection.

293. When local bodies are associated with the administration of primary education, the powers of supervision and inspection cannot be combined, either in Government or in Local Bodies, and the only practical solution of the problem is to divide the authority between them in some suitable fashion

(XVI-19)

294. The authority to inspect every school at least once a year, to pay visits to it as and when necessary, and to evaluate the work of every teacher annually through the preparation of confidential

Recommendation.

Chapter and
paragraph.

report on his work are so intimately connected with the administration of primary schools and the control of the cadre of the primary teachers that it would be desirable to entrust them to a single agency

(XVI-25)

295. We, therefore, recommend that—

(a) the Inspecting Officers of the Department should not be required to inspect every primary school and to write a confidential report on the work of every primary teacher ;

(b) These functions are closely allied to the administrative powers vested in the local bodies and the Administrative Officer and they should, therefore, be transferred to a cadre of Government Officers who would work directly under the Administrative Officer ;

(c) This cadre would consist of Assistant Administrative Officers whose posts would have to be increased still further so as to place one Assistant Administrative Officer in charge of each Taluka and of a new category of posts designated as 'Head-Masters-cum-Supervisors'

(XVI-25)

Basic Unit of Educational Development.

296. We recommend that the fundamental concept of the Bhise Committee (grouping of villages in such a way that each group would have a Central School and a number of other small villages varying from ten to twenty within a distance of three to five miles from the Central School), should be adopted by Government immediately, and that an intensive programme for the creation of Central Schools and for their development as model schools, as community centres and as administrative units be organised as early as possible

(XVI-33)

Head-Masters-cum-Supervisors.

297. Once these Central Schools are organised, we recommend that their Head Masters (to be designated as Head Masters-cum-Supervisors), should be immediately associated with the integrated machinery for administration, inspection and enforcement of compulsory attendance

(XVI-34)

Recommendation.

Chapter and
paragraph.

298. From this point of view, we make the following proposals :—

(1) These Head-Masters should be the servants of Government.

(2) A certain percentage of the posts of these Head Masters should be reserved for trained graduates (this percentage should be between 15 and 25). The remaining posts should be given to efficient primary teachers selected on the basis of merit.

(3) No Head-Master of the Central school should be required to do any teaching work. He would only supervise its working and he shall remain at the Headquarters for three days in a week and shall go out for inspection and visits for another three days.

(4) Each Head-Master shall be given a conveyance allowance of Rs. 20 to 30 per month depending upon the size of his group.

(5) He shall exercise all the powers and perform all the duties of the Attendance Officers and the Assistant Deputy Educational Inspectors in his beat.

(6) He shall be directly subordinate to the Assistant Administrative Officer of his Taluka.

(7) His post would be transferable from district to district, although such transfers would be rare and exceptional.

(8) He shall be expected to visit every school in his group at least once in two months. In other words, he would visit each school at least four times a year and inspect it once in each term.

(9) He may also be given some powers of the Assistant Administrative Officers such as writing off useless articles of equipment of a certain value etc.

(10) He shall also be responsible for maintaining good public relations in his group and for organising educative propaganda. He should also help in organising and developing the Village School Committees in his group.

(11) He will sanction the casual leave of all the Head-Masters in his group. He may also be given the authority to transfer teachers within his group

Recommendation.

Chapter and
paragraph.

in an emergency e.g. when the teacher of a single-teacher school proceeds suddenly on a longish leave, etc.

(12) The powers and duties described above are in addition to the work which the Baise Committee has assigned to him in connection with (1) the development of his own school as a model institution, (2) the administration of the schools in his group, and (3) the improvement of the other schools in his group.

Superintendence by the Education Department.

299. It should be considered to be the duty of every Divisional Deputy Director of Education to inspect the office of every District School Board once a year

(XVI-37)

300. It should be the duty of every Educational Inspector to annually inspect the office of every Taluka School Committee in his charge

(XVI-37)

301. Regular reports of these inspections should be written and discussed with the Local Bodies concerned

(XVI-37)

302. The reports on the Taluka School Committees and on the Central Schools should be considered both by the District School Board and by the Divisional Deputy Director of Education who shall see that prompt steps are taken to rectify the irregularities pointed out

(XVI-37)

303. The reports on the District School Boards should be considered by the Director of Education and the State Government who would be responsible to see that prompt steps are taken to rectify the irregularities pointed out

(XVI-37)

304. These inspection reports should be both educational and administrative (on the lines suggested in paragraph 38 of Chapter XVI)

(XVI-39)

305. Adequate staff should be given to the Divisional Deputy Director of Education and to the District Educational Inspectors to enable them to carry out their responsibilities in this behalf adequately

(XVI-40)

Recommendation.	Chapter and paragraph.
306. There should also be a small unit in the office of the Director of Educations himself and under the direct control of the Joint Director of Education for Primary Education for the purpose of taking adequate and prompt action on the inspection reports of the Local Bodies ...	(XVI-40)
307. The Officers of the Department should select five or ten per cent. of the primary schools in every District at random and inspect them in addition to all the Central Schools. Detailed reports on the inspection of all schools should be sent individually to the District School Boards concerned ...	(XVI-41)
308. It should also be the duty of every Educational Inspector to draw up a general report pointing out the common deficiencies discovered in this inspection and making suggestions for improvement. This Educational report should form an integral part of the annual inspection reports on the District Schools Boards and Taluka School Committees ...	(XVI-41)
<i>Implementation of the Recommendations of the Department.</i>	
309. The most effective way of implementation is to discuss the inspection report with the Local Bodies concerned as suggested in recommendation No. 301. In most cases an agreed solution would be reached. When differences cannot be bridged the matter should go to the higher authority ...	(XVI-42)
310. The Department of Government has adequate powers of control under the various sections of the Bombay Primary Education Act, 1947 (Sections 49-56). When default becomes persistent and all persuasion fails Government should not hesitate to take drastic action under these provisions against the local bodies concerned ...	(XVI-42)
311 (a). With regard to the minimum statutory contributions to be paid by all District Local Boards, Municipalities and Village Panchayats which are often not paid in time or in full or not paid at all, we recommend that a special section on	
(G.C.P.) L-A Na 2012-43	

Recommendation.	Chapter and paragraph.
the lines of section 53 (b) of the Bombay Primary Education Act, 1947 should be incorporated in the new Act	(XVI-43)
311 (b). When the District Local Board or a Municipality makes a default in the payment of its contribution the Educational Inspector of the District should bring this fact to the notice of the Commissioner of the Division through the Divisional Deputy Director of Education and the Commissioner should then take the necessary action after calling for the explanation from the municipality of the District Local Board.	
311 (c). In the case of Village Panchayats the authority to direct payment should be vested in the Collector of the District. Default should be reported by the Taluka School Committee through the Chairman of the District School Board. The Collector should then take the necessary action after calling for the explanation of the Panchayat ...	(XVI-42)
312. We suggest that the following measures should be adopted to minimise the possible dangers in the scheme of Head Master-cum-Supervisors :—	
(i) Great care should be taken to select the Head Master-cum-Supervisor. The selection should be based on the combined consideration of seniority and merit. The Department should set-up a suitable machinery for this selection.	
(ii) A short orientation course should be arranged for all these Headmasters, when the scheme is to be implemented.	
(iii) Close and continuous guidance by the Inspecting Officer of the Department, as well as the Assistant Administrative Officers is necessary in the initial stages of the scheme.	
(iv) It should be the special responsibility of the District School boards to see that these Central Schools are properly staffed and the Taluka Schools Committees should take equal care to equip them adequately	(XVI-43)
<i>Financial Implications.</i>	
313. Additional teachers should only be provided to those Central Schools where the total enrolment is less than 200. (Schools with 200 or more pupils are already provided with an additional teacher.)	[XVI-44(2)]

Recommendation.	Chapter and paragraph.
314. (a) Every educational Inspector should be allowed to have a sufficient number of Assistant Deputy Educational Inspectors for inspection of schools as suggested in the recommendation number 307. He should also have additional Assistant Deputies for physical education, for girls' schools, for Urdu and other linguistic minority schools and secondary schools. The remaining posts should be retrenched. (<i>vide</i> No. 254)	[XVI·44(4)]
(b) No Assistant Deputy should be deprived of his job because of this retrenchment. Those who are surplus may be posted as Headmaster-cum Supervisors. The trained primary teachers promoted as Assistant Deputies would be specially suitable for this purpose. They would continue to draw their own scale of pay even in the new appointment	[XVI·44(4)]
<i>Private Enterprise in Primary Education.</i>	
315. There should be no distinction between the scales of pay and allowances of teachers in private and public primary schools	(XVII·23)
316. (a) The institution of a provident fund should be made obligatory for all private primary schools. No recognition or aid should be given to a school unless this condition also is fulfilled.	
(b) The scheme that has been now introduced for the teachers in private secondary schools and training colleges should, in our opinion, be extended to the teachers in private primary schools also	(XVII·24)
317. The existing grant-in-aid rules for primary schools should be amended on the lines of the Grant-in-aid Code for secondary schools and that the basic principles which may be adopted by Government from time to time to provide decent remuneration, adequate old-age provision, reasonable service conditions and security of tenure to teachers in private secondary schools should also be extended, <i>mutatis-mutandis</i> , to teachers in private primary schools	(XVII·25)
<i>Proprietary Schools.</i>	
318. In future, no recognition or aid should be given to a private primary school which is not conducted by a registered society or public trust.	
(G.C.P.) L-A Na 2012—43a	

Recommendation.	Chapter and paragraph.
319. The existing proprietary schools should be given a notice that they would receive no grant-in-aid unless they transfer their schools to duly registered societies or trusts within a given time and strict action should be taken against all defaulters ...	(XVII-26)
320. The only exception to the above rule would be the case of a single-teacher school conducted by the teacher in charge as the manager-cum-proprietor.	(XVII-26)
<i>Grant-in-aid.</i>	
321. Theoretically, the amount of grant-in-aid to a private primary school can even be equivalent to the cost per pupil in public primary schools in the locality multiplied by the number of pupils attending the private school <i>minus</i> the income from fees, if any. Subject to this ceiling, as large a grant-in-aid as is necessary should always be given, provided that the above conditions regarding staff are fulfilled and a satisfactory standard of instruction is maintained	(XVII-27)
<i>Private Primary Schools which charge Fees.</i>	
322. No grant-in-aid should be given to any private primary school in which the rates of fees charged are such that the total income from fees per pupil in average attendance <i>exceeds</i> the cost per pupil in the public primary school of the locality ...	(XVII-28)
323. The system of <i>salary grants</i> should be adopted for those schools which charge fees and which do not get ruled out for grant-in-aid, as above	(XVII-28)
324. The number of teachers would be approved by the authority sanctioning the grant-in-aid and they must be paid at the same rates which are given to teachers in public primary schools ...	(XVII-28)
325. The grant-in-aid payable to any school, would be equal to three-fourths of the total amount of the salaries and allowances paid to the sanctioned staff of teachers at the rates prescribed for teachers in public primary schools <i>minus</i> half the total income from fees	(XVII-28)

*Free Primary Schools conducted by Private
Enterprise.*

326. Now that the State has assumed the entire responsibility for the primary education of every child—poor or rich—and primary education has also been elevated from an “object of charity” to the “fundamental birth-right of every child” private enterprise is no longer bound to provide free primary education.

The general presumption should therefore be that every private primary school is a fee-charging school and shall receive aid on the basis recommended above. If the management decides not to levy fees—which it has the fullest freedom to decide—it should be required to meet the deficit by donations, contributions and other resources ...

(XVII-29)

327. This general presumption will have the following exceptions :—

(a) When the private primary school is situated in a place where free primary schools conducted by the Government or local body also exist, the management of the school will have to satisfy the authority sanctioning the grant-in-aid that it is situated in an area inhabited by the poorer section of the community, or that it meets the requirements of the backward classes, or that there are other valid reasons for conducting it as a free school. It is only when the sanctioning authority is satisfied on these issues that the School would be aided as a “free primary school”.

(b) The management of schools conducted by all minorities, religious or linguistic should have full freedom to decide whether they shall or shall not charge fees. Whatever their decision may be it should be accepted without question and the school should be aided accordingly. [i.e., if they are free, they should be aided under (d) below otherwise under recommendations Nos. 322-325].

(c) When a private school happens to be the only school in the locality, it should not be allowed to levy fees, and its management should not be left to a religious body like a mission.

Recommendation.	Chapter and paragraph.
(d) All such free schools should be given grants-in-aid equal to the entire deficit of the school, subject to the ceiling that the grant-in-aid <i>per capita</i> should not be greater than the average expenditure per pupil in the schools of the Local Body in the locality	(XVII-29)
<i>Experimental Schools.</i>	
328. It should be the policy of the State and the Local Bodies to give as much encouragement as possible to institutions and educationists of standing and repute to arrange experiments for the improvement of primary education	(XVII-30)
329. Each such case should be considered on its own merits	(XVII-30)
330. The grant-in-aid should be equal to the actual cost. At the very minimum, these schools may be treated as free primary schools	(XVII-30)
331. Experimental schools in rural areas, should be given, not only a grant-in-aid on the basis proposed but some additional grants also, if necessary	(XVII-30)
332. A special rule should be introduced in the new Grant-in-Aid Code under which grant-in-aid up to hundred per cent. of the approved expenditure may be given to sanctioned project of experimental primary schools conducted by educationists or associations of standing and repute	(XVII-30)
<i>Existing Rules of Grant-in-aid.</i>	
333. The existing basis of grant-in-aid for private primary schools in Bombay is extremely unsuitable and we recommend that it should be abandoned	(XVII-31)
334. Experience in all parts of India has shown that the basis of salary grant is probably the best basis for grants-in-aid to private enterprise because it secures a good remuneration to the teachers. We, therefore, propose that the same basis may be adopted for the State as whole	(XVII-31)
335. We however, suggest the following changes while extending the principle of salary grants to all parts of the State :—	
(1) The grant-in-aid should be at the rate of three-fourths of the salaries and allowances of	

Recommendation.

Chapter and
paragraph.

teachers and not at the rate of two-thirds as laid down at present in Marathwada.

(2) No standard rates of fees should be prescribed because conditions vary from area to area and because the rates of fees will also depend upon the class of society to which the school caters.

(3) We are also suggesting that only half the income from fees should be taken into consideration while fixing the grant-in-aid

(XVII-31)

336. The Marathwada rules provide for security of tenure to the teachers, for their representatives on the managing committees of the schools, for certain privileges such as leave etc., and for the compulsory institution of a provident fund. These are very welcome features and we recommend that they should be made applicable to all the private primary schools in the State with certain modifications

(XVII-31)

337. We also feel that the Marathwada system of quarterly grants should be adopted every where ...

(XVII-31)

338. There should be one agency in every area for the administration of primary schools—public and private—so that all problems of overlapping and unhealthy education competition can be dealt with satisfactorily. We, therefore, feel that the system in Bombay under which the responsibility of giving grant-in-aid to private primary schools is primarily placed upon the local bodies is sound and should be extended to all the areas of the State.

(XVII-31)

Revision of the Existing Code.

339. We recommend that the suggestions made by us in paragraphs 23, 24, 25, 26, 27, and 28 should be incorporated in the proposed Grant-in-Aid Code of all Municipal Corporations (*vide* Chapters VI and VII) with such modifications as may be necessary to suit local conditions. We also suggest that our proposals in paragraphs 29 and 30 regarding the free primary schools and experimental schools should be included in these Grant-in-Aid-Codes, subject to the proviso that permission to conduct free primary schools should be given to private enterprise in very exceptional circumstances only

(XVII-32)

Recommendation.

Chapter and
paragraph.

340. We also recommend that new Grant-in-Aid Rules should be framed under the proposed Primary Education Act for controlling and aiding private primary schools in all parts of the State, excluding the areas under the four Corporations. All the recommendations made by us so far in this Chapter (Nos. 315—338) should be included in this Code ...

(XVII:32)

341. Provisions in the Grant-in-aid rules should also be made for building loans and grants. Fee charging schools should be given loans only; but the term of repayment should be long and the rate of interest should be low. Free primary schools should be given building grant at 60 per cent. of the actual or estimated cost, whichever is less. The total amount of building loan or grant should be subject to a ceiling the amount of whichever may be fixed with reference to local conditions

(XVII:32)

*The Role of Private Enterprise in the
Primary Education.*

342. In our opinion it is essentially the freedom of democratic life that the family, and not the State, shall have a prior right in deciding the type of education that its children should receive. Consequently, private enterprise will always exist in a democratic system of education and it would be a wise policy to incorporate it suitably in the national system of education.

It would, however, be a grave error to place too much of a reliance on it and to think that it can make a material contribution to the expansion of primary education. The greatest contribution that it can make is a qualitative contribution to the development programme of the State by conducting experiments, researches and pilot projects ...

(XVII:33)

*Transfer of Public Primary Schools to Private
Management.*

343. The present procedure regarding the transfer of public schools to private institutions for management is good and we recommend that it should continue. We however, suggest that a very sympathetic and liberal policy should be adopted in this

Recommendation.	Chapter and paragraph.
respect and that every facility should be given to managements of private training institutions or good secondary schools in rural areas to take over the management of local primary schools on these lines.	(XVII-33)
344. Such a transfer should make no difference in the <i>status quo</i> , with regard to the levy of fees ...	(XVII-33)
345. The grant-in-aid to schools so transferred should be on the basis we have recommended for free primary schools. [<i>Vide</i> recommendations 327(d)] ...	(XVII-33).
<i>Other Educational Activities.</i>	
346. We feel that the educational development needed in rural areas cannot be secured at all unless a bold initiative is taken by the local bodies in that behalf	(XVIII-6)
347. We are strongly of the opinion (therefore) that the educational functions of local bodies should not be restricted to primary education	(XVIII-9)
348. We suggest that the District Local Boards should be permitted to undertake the following activities on an optional basis :—	
(a) Pre-primary education ;	
(b) Secondary education ;	
(c) Hostels for poor and deserving pupils from rural areas ;	
(d) Continuation and part-time elementary education for the children in the age-group of 11-14 ;	
(e) Vocational education for the children of rural areas in the age-group 14-18 ;	
(f) Social Education classes and Libraries in rural areas ;	
(g) Gymnasias and recreational centres for Village Youth and Adults ; and	
(h) Taluka and District sports	(XVIII-10)
349. The District School Boards should be permitted to conduct pre-primary classes in rural areas in general and in the areas inhabited by the aboriginal and hill tribes in particular. They should also be permitted to give grant-in-aid to private pre-primary classes in accordance with the rules framed for the purpose by the State Government	(XVIII-11)

Recommendation.	Chapter and paragraph.
350. The District Local Boards should be made definitely responsible for the proper development of secondary education in rural areas	(XVIII-15)
351. With this object in view they may— (a) Conduct secondary schools providing for <i>diversified</i> courses in such places in rural areas where private enterprise is not available; and (b) give <i>non-recurring</i> grant-in-aid or loans to existing secondary schools in rural areas for construction of school buildings, staff quarters, purchase of equipment, starting of diversified courses, etc.	(XVIII-15)
352. The District Local Boards should introduce a large number of High School Scholarships (on the broad principles of the High School Scholarships awarded by Government at present) for poor and deserving children from the rural areas. The Scholarships should be given on the basis of the P. S. C. Examination	(XVIII-15)
353. The activities of the District Local Boards in respect of hostel facilities should take the following forms :— (1) To conduct hostels under the direct control of the District Local Boards ; (2) To give non-recurring grants or loans for buildings of such hostels ; and (3) To give recurring grants for such hostels ...	(XVIII-18).
354. The hostels that we contemplate here would be for High Schools as well as for pupils in classes V—VII	(XVIII-19).
355. We feel that each District should take upon itself the responsibility to give secondary education to all its poor and deserving boys irrespective of caste or religion. This service is extremely needed in rural areas at the moment and a beginning, however small, may be made there	(XVIII-20)
356. It is necessary to provide for part-time continuation education, on a voluntary basis, of children who leave school at about the age of 11 and desire to continue their studies further	(XVIII-22)

Recommendation.

Chapter and
paragraph.

357. These classes should generally be held in the evening for an hour and a half, either daily or even for three days in a week. A special syllabus would have to be drawn up for these classes. Provision would have to be made for teachers—the primary teachers would do this job gladly—and they would have to be given a salary for the purpose. There should be regular annual tests of the students ...

(XVIII·23)

358. This activity is closely allied to primary education and it is, therefore, extremely essential for the District School Boards to organise it as early as possible. The Bhise Committee made this recommendation as early as 1949; but it has not yet been acted upon. We recommend that this work may be taken up as early as possible ...

(XVIII·25)

359. Another important programme to be organized by District Local Boards is part-time elementary education of children in the age-group 11—14 who are absolutely *illiterate*. The Boards will have to organize it through its teachers on the same principles on which social education classes are organized ...

(XVIII·26-28)

360. At present, there are hardly any arrangements for the vocational education of children in the rural areas. The Small Scale and Cottage Industries Department has a number of peripatetic schools for such vocations as tanning, leather-work, weaving and dyeing, pottery, etc. It would be far more desirable to concentrate all such educational activities, and place them under the unified and central control of the District Local Boards who, according to our proposals, would be in charge of general and vocational education for the rural areas in their charge ...

(XVIII·29)

361. We are definitely of opinion that good progress in Social Education can be achieved only when an institutional approach is made; that is to say, when every primary school becomes a community centre and conducts Social Education work as one of its own important activities. We, therefore, propose that the District School Boards would be responsible for administering the scheme of Social Education Classes and Village Libraries within their areas ...

(XVIII·30)

Recommendation.	Chapter and paragraph.
362. We expect that the District Local Boards would recognise and give grants-in-aid to gymnasia in accordance with the Regulations framed by them and that they would train leaders in physical education. The Recreational Centres and holiday and School camps should also be conducted by the District Local Boards	(XVIII·31)
363. There is a great need to develop inter-village (Sport) activities and we feel that the District Local Boards can play a very important role in this sphere	(XVIII·32)
364. (Regarding the finance of these activities, we suggest that) Government should transfer all the funds that it now spends on these activities to the District School Boards.	(XVIII·35)
365. (a) The District Local Boards should be allowed to levy a local fund cess of not less than one and not more than two annas on every rupee of land revenue for all these activities, for further development of primary education	(XVIII·35)
(b) We think that the total levy of the cess may be increased to eight annas in a rupee out of which 51 pies would be reserved for education and 45 pies for other purposes.	
(c) Of the 51 pies reserved for education, not more than 12·24 pies should be assigned for educational activities other than primary education	(XVIII·35)
366. We do not propose to allocate any of the existing resources of the District Local Boards to these new activities.	(XVIII·36)
367. It is entirely an optional matter for a District Local Board to undertake or not to undertake any or all of these activities.	
It will also be for the District Local Board in the first instance to decide the amount of the additional local fund cess to be levied for the purpose	(XVIII·36)
368. If a District Local Board decides to levy an additional cess for the purpose of these activities the sum thus collected should be credited into a separate General Education Fund which would be specially maintained for the purpose	(XVIII·36)

Recommendation.

Chapter and
paragraph.

369. The District School Board would administer this fund and conduct all these activities on behalf of the District Local Board, in accordance with the rules and regulations framed for the purpose from time to time

(XVIII-36)

370. We further recommend that all these activities should be assisted by Government on the same principles on which similar institutions or activities conducted by private enterprise would be aided ...

(XVIII-36)

*Other Educational Activities of
the Municipalities.*

371. The municipalities need not undertake any activity in the field of secondary education at present, except for conducting secondary schools for very poor children, either free or at very low rates of fees. They might try to develop technical and vocational education on a larger scale. Several municipalities are already taking a keen interest in the development of social education and recreational and cultural activities for the adults. These may be expanded wherever possible. The municipalities may also conduct or aid pre-primary schools, creches and children's play centres

(XVIII-37)

372. As in the case of rural areas, we suggest that the municipalities also may levy an educational cess for giving financial support to these other activities and Government should consider sympathetically the question of giving grants-in-aid to them on account of these activities

(XVIII-37)

Legislation and Implementation.

373. Legislation as indicated in the paragraph 5 will have to be undertaken to implement the programme recommended by us. (Amendments to (i) the Bombay Municipal Corporation Act, 1888; (ii) the City of Nagpur Corporation Act, 1948; (iii) the Bombay Provincial Municipal Corporation Act, 1949; and the Bombay Primary Education Act, 1947; amendments in the Primary Education Act or in all the municipal Acts to define the total income etc.; amendments to the Village Panchayat Act.

Recommendation.

Chapter and
paragraph.

374. It would be better to have a separate Act for compulsory education based on Chapter VI of the Bombay Primary Education Act, 1947, the Madhya Pradesh Primary Education Act, 1956, and the Hyderabad Compulsory Primary Education Act, 1952 and to make it applicable to the State as a whole.

375. A special unit for the implementation of the financial and legislative parts of this Report should be created in the office of the Director of Education as early as possible. For this purpose, an additional post of a Deputy Director of Education should be created and he should be placed at the head of this unit which would consist of two wings. One wing will deal with financial problems including the refixation of grant-in-aid on the lines we have recommended in Chapters X and XV. The other wing will deal with the administrative problems such as the framing of the Act, Rules and Model Regulations, the constitution of all the different bodies visualised in our proposals and enabling them to start their activities ...

(XIX·6)

If proper justice is to be done to this huge task and if delays of the type experienced in the past have to be avoided, it is absolutely essential to create such a unit as early as possible ...

(XIX·8)

376. The special unit we are proposing for the implementation of this Report will ultimately develop into a separate planning cell for primary education that is needed as a permanent part of the office of the Director ...

(XIX·9)

377. We recommend that some agency to conduct experiments and pilot projects on the lines recommended by us should be created ...

(XIX·10)

378. (a) In collaboration with the special unit for implementation suggested above, there should be a second unit connected with research, evaluation and conduct of educational experiments and pilot project.

(b) The present Research Bureau in the office of the Director of Education should be adequately strengthened and converted into the Research Experiment, and Evaluation Unit we have visualised here ...

(XIX·10)

Recommendation.	Chapter and paragraph.
379. We feel that it is absolutely essential for the Department to conduct a Journal of Educational Administration devoted especially to the problems of primary education	(XIX·11)
380. It would be desirable to create a publication wing as part of the programme of implementing the proposals of this Report. The details of its work can be determined in due course after its creation is once agreed upon	(XIX·11)
381. If the new scheme is to be successful, it is necessary to take adequate measures for the proper selection and the training of all the groups of officials and non-officials (concerned)	(XIX·12)
382. In this connection we make the following suggestions :—	
(a) The best officers in the Education Department should be set aside for work as Administrative Officers.	
(b) The special pay of Administrative Officers in class II should be increased to Rs. 50 at least.	
(c) It would be desirable to create a special cadre of Assistant Administrative Officers and to give them a special scale of pay which would be less than that of Class II but more than that of the Assistant Deputy Educational Inspectors. If this is not possible, and if it is decided that they should get the same scale of pay as the Assistant Deputy Educational Inspectors and belong to the same cadre, we suggest that the best Assistant Deputy Educational Inspectors should be selected for this work and that they should get a special pay of Rs. 30—50 (depending on the size of the municipality or the Taluka or Tahsil) while working as Assistant Administrative Officers.	
(d) All Administrative and Assistant Administrative Officers should be given a special training of three months in the lines suggested by us preferably before they start their career in the administrative line. If that is not possible for any reason, they must be trained within the first year of their appointment.	
(e) Direct recruitment to these posts is not desirable and no one should be selected as an Assistant Administrative Officer unless he has	

Recommendation.	Chapter and paragraph.
three years' experience as an Inspecting Officer. For selection as Administrative Officers, inspecting experience of five years should be required.	
(f) Annual Seminars of Administrative Officers should be organised on a Divisional basis for a period which may vary from 4 to 7 days. The Educational Inspectors and Deputy Educational Inspectors should be required to attend this Seminars where all problems of primary education would be discussed.	
(g) The present system of asking the Chairman to write a confidential report on the Administrative Officers should be discontinued ...	XIX·14)
383. We recommend that the scales of pay of Assistant Deputy Educational Inspectors should be improved as suggested jointly by us and the Integration Committee for Secondary Education. We shall then be able to attract a better type of persons to this cadre ...	(XIX·15)
384. (a) All Assistant Deputy Educational Inspectors also should be trained compulsorily in a specialised course of the type visualised in paragraph 13(d) above ...	(XIX·15)
(b) There should be annual District Seminars of all Assistant Administrative Officers in each District on the lines we have suggested in recommendation No. 382(f) ...	(XIX·15)
385. We also visualise special training courses for Office-Superintendents, Head-Clerks and Accountants and annual seminars of these on a Divisional basis. A special programme for this should be worked out by the Department. ..	(XIX·16)
386. It is necessary to improve the methods of selecting all Headmasters of primary schools. It is also essential to organise a special training course of three months for all Headmasters of first-grade primary schools. Annual seminars for them will also have to be organised on a District basis. ...	(XIX·17)
387. In the training programmes for officials (as well as non-officials) all the three objectives of training, viz. (i) imparting of information, (ii) teaching of necessary skill and (iii) creation of right attitude, values and interests should be equally emphasised	

Recommendation.	Chapter and paragraph.
and if at all any distinction is to be made, the highest emphasis should be placed upon the building up of the proper values and attitudes ...	(XIX-18)
388. For the training of non-officials involved in the administration of primary education, we suggest the organisation of occasional conferences and, better still, the organization of a continuous programme of seminars of three to five days at all levels on the lines suggested by us in paragraph 19 ...	(XIX-19)
389. A good deal of careful planning and efficient execution is necessary in order to obtain the best results from the seminars which, according to our proposals, would be arranged on a very large scale and would become an important and continuous activity of the Education Department. We, therefore, suggest that a special unit should be created for this task. It should consist of a senior Administrative Officer who has a special aptitude for this type of work, assisted by other persons of the status of assistant administrative Officers ...	(XIX-20)
390. A special unit for public relations, propaganda and publicity be created in the Education Department as early as possible in order to assist in the implementation of the programme of expansion and improvement that has been visualised in this Report ...	(XIX-24)
391. We recommend that Government should establish, as early as possible, an Institute of Educational Administration. It should have separate wings for (a) Research, Experiments and Evaluation, (b) Training of Official Personnel, (c) Training of Non-Official Personnel through Seminars and Conferences, (d) Publications and (e) Public relations, propaganda and publicity ...	(XIX-25)
392. This Institute should be placed under a senior and competent officer of the status of a Deputy-Director of Education with a fairly long experience of administration at different levels and some training college experience. ...	(XIX-25)
393. This Institute should maintain a good library of books on the administration of education. The library in the office of the Director of Education which has already a nucleus for this library-should be transferred to the Institute ...	(XIX-27)

Recommendation.	Chapter and paragraph.
394. Among the various activities which may be conducted by this institute may be mentioned those which have been referred to in recommendations Nos. 377, 378, 381-389.	
The institute will also bring out publications of the Department and remain in charge of the public relations, propaganda and publicity for the Department as a whole	(XIX-28)
395. We emphasise the <i>co-ordination</i> with one another, of all the five different wings suggested by us in paragraphs 10 to 23 by placing them under the unified control of the Institute of Educational Administration	(XIX-28)
396. The Institute would be directly subordinate to the Director of Education and would work in close collaboration with his office	(XIX-28)
397. If it may not be possible for Government to provide all the funds required for this Institute, we suggest the following modified proposals :—	
(i) The research section in the office of the Director of Education should be strengthened by the addition of one or two officers and be placed in charge of such of the activities described above as can be immediately undertaken.	
(ii) The largest emphasis should be placed on training of the officials and non-officials involved in the programme, and it should be organized on as large and intensive a scale as possible.	
(iii) The production of the minimum necessary literature in Marathi and Gujarati with regard to the ideology and implementation of the new scheme should be given priority.	
(iv) The development of this section into a full fledged institute of Educational Administration should be left to further development in due course, as the necessary personnel and funds become available	(XIX-29)

APPENDIX I

APPOINTMENT AND TERMS OF REFERENCE.

The Integration Committee for Primary Education was appointed under Government Resolution, Education Department, No. PRE. 7057 of 14th January 1958, which is quoted below :—

RESOLUTION.—Sanction is accorded to the appointment of a Committee to deal with the integration problems arising in the field of Primary Education in the Bombay State. The Committee should consist of the following members—

Chairman.

- (1) Shri J. P. NAIK,
Secretary, Shri Mouni Vidyapeeth, Kolhapur.

Members.

- (2) Shri D. R. MANKAD,
Principal, Shri Gopaldas Mahavidyalaya, Aliabada, Halar,
Saurashtra.
- (3) Dr. A. G. SONAR,
Karajgaon, District Amravati,
- (4) Shri R. G. PARANJPE,
At Murud, District Osmanabad, Marathwada.
- (5) Shri MAGANBHAI RANCHHODBHAI PATEL,
Congress House, Bhadra, Ahmedabad.
- (6) Shri J. A. VAKIL,
Deputy Director of Education, Poona.

Member-Secretary.

- (7) Shri B. R. KOLATKAR,
Deputy Director of Education, Poona.

2. The terms of reference for the Committee should be as under :—

(i) to survey and report on the present position of primary, basic and pre-primary education in the different regions of the State ;

(ii) to advise Government on the measures necessary for evolving a uniform but flexible system of education at the primary and pre-primary stages in the whole State with particular reference to the following :—

- (a) administration of primary education ;
 - (b) aims, organisation and content of primary education ;
 - (c) expansion of primary education ;
 - (d) training of primary teachers which should include problems relating to the selection of teachers for training, syllabus and examinations ;
 - (e) financial assistance to private bodies managing primary schools and training colleges ;
 - (f) programme for the expansion of basic education ;
 - (g) extension of M. P. Vidya Mandir Act to the other areas of the State ;
- and
- (h) the extent to which the Government should take direct responsibility in respect of pre-primary education and question of financial assistance to private bodies working in this field.

- (3) The Committee should submit its report within 4 months.
(G.C.P.) L-A Na 2012—44a

(4) Sanction is also accorded to the creation of the following posts for the Committee up to 28th February 1958 :—

- (i) One full time Secretary.
- (ii) One Steno-typist.
- (iii) One Peon.

Shri B. R. Kolatkar should be appointed full-time member-Secretary.

5. Sanction is also accorded to an expenditure of Rs. 3,000 on account of Travelling Allowance and Daily Allowance for the members of the Committee. The T.A. and D.A. payable to the non-official members of the Committee should be at the rates admissible to members of the State Committees.

(6) The expenditure on this account should be met from the current year's sanctioned grants under "37-Education" by reappropriation, if necessary.

2. Additional staff was sanctioned for the Committee and its terms of reference were amended under Government Resolution, Education Department, No. PRE. 7057-F of 18th March 1958, which is quoted below.—

RESOLUTION.—Sanction is accorded to the creation of the following additional posts for the Integration Committee for Primary Education appointed under Government Resolution, Education Department, No. PRE. 7057, dated 14th January 1958, for a period up to 31st May 1958 or the date of the submission of the Committee's report, whichever is earlier—

- 1. One Junior Superintendent in the scale of Rs. 220—385.
- 2. One Stenographer in the scale of Rs. 100—225.
- 3. One Clerk in the scale of Rs. 46—130.

Shri S. N. Mahashabde, retired Junior Superintendent from the office of the Director of Education, should be re-employed during the term of the Committee to the post of Junior Superintendent on the usual basis (i.e. last pay minus pension, etc.).

(2) Sanction is also accorded to the continuance of the posts sanctioned in Government Resolution, Education Department, No. PRE. 7057, dated 14th January 1958, for a further period up to 31st May 1958 or the date of the submission of the Committee's report, whichever is earlier.

(3) Government is also pleased to sanction an amount of Rs. 500 to the Committee for meeting expenses of service postage and other contingencies.

(4) The Secretary of the Committee should be the drawing and disbursing officer for expenditure incurred by the Committee and also the countersigning authority in respect of travelling allowance bills of non-official members of the Committee.

(5) The expenditure on account of the staff of the Committee on travelling allowance, etc. when required to accompany the Committee or the Chairman or the Secretary should be met from the provision of Rs. 3,000 sanctioned on account of travelling allowance, etc. for the members of the Committee under Government Resolution, Education Department, No. PRE. 7057, dated 14th January 1958.

(6) The terms of reference for the Committee have been indicated in Government Resolution, Education Department, No. PRE. 7057, dated 14th January 1958. The Committee should also propose for the consideration of Government a detailed programme of development separately for each area of Vidarbha, Saurashtra, Marathwada, Kutch and the Old Bombay State (excluding Karnatak Districts) during the transitional period, until a uniform pattern of Education is fully introduced in the respective areas.

(7) The expenditure incurred in connection with the Committee during the current financial year should be debited to "37-Education-E-General-R-Miscellaneous (2)-other Committees-R-(2)-Other Grants" and should be met from the sanctioned grants under "37-Education" by reappropriation. The expenditure during the next financial year should be debited to the aforesaid head and met from the 7 grants that would be provided under the head "37-Education" during that year.

3. Under Government Letter No. PPS-1058-F-19546 of 28th April 1958, the Committee was requested to examine the recommendation of the Pre-P.T.C. Committee (the Panandikar Committee).

4. Under Government Letter, Education Department, No. PRE. 7058/33874/F of 24th September 1958, the Committee was requested to consider the demand for delegation of additional powers to School Boards.

5. Under Government Resolution, Education Department, No. PRE. 7058-F of 11th June 1958, the term of the Committee was extended to 31st December 1958.

APPENDIX II.

DIARY OF THE COMMITTEE.

14th January 1958	... Committee appointed by Government.
30th January 1958	... The full-time Member-Secretary joined his duties.
4th February 1958	... The Steno-typist joined.
8th, 9th and 19th February	... The first meeting of the Committee held in Poona.
11th February	... (i) Preliminary questionnaire issued to elicit views of persons and organisations in the new regions as regards the special features of their systems <i>vide</i> Appendix III (a). (ii) Questionnaire issued to the Directors of Public Instruction of other States regarding Private Primary Schools and Pre-Primary Education in their States.
17th to 21st February	... Preliminary visit to Rajkot and Bhuj by Shri D. R. Mankad, Member and the Member-Secretary. Preliminary discussions with the Regional Deputy Director, Administrative Officers and Chairmen of School Boards in Saurashtra and Special Officer, Kutch and his staff for collection of data.

- 28th February to 3rd March ... Visit to Aurangabad by Shri R. G. Paranjpe, member and the Member-Secretary.
Preliminary discussions with the Regional Deputy Director and his officers and some non-officials.
- 10th March to 14th March ... Visit to Nagpur by Dr. A. G. Sonar, member and the Member-Secretary.
Preliminary discussions with the Officer on Special Duty (Education), Local Officers of the Department, and non-officials.
- 18th March ... The posts of a Junior Superintendent, a Stenographer and a clerk sanctioned by Government under Government Resolution, Education Department, No. PRE. 7057-F of 18th March 1958.
- 18th, 19th, 20th March ... (i) *The Second Meeting of the Committee in Bombay.*
(ii) Informal Meeting with Shri Hitendra Desai, Education Minister and Shri P. J. Chinmulgund, Education Secretary.
(iii) Joint Meeting with the Integration Committee for Secondary Education.
- 25th, 26th and 27th April ... *The Third Meeting of the Committee at Aurangabad.*
(i) Discussion with the Officers of the Department and Principals of Training Colleges in Marathwada.
(ii) Discussion with representatives of Local Bodies.
(iii) Discussion with representatives of Primary Teachers.
(iv) Discussion with educationists.
(v) Informal discussion with Shri G. V. Bedekar, Divisional Commissioner.
- 22nd May ... The General Questionnaire of the Committee and the Questionnaire on the Special problems of Marathwada issued [vide Appendix III (b)].
- 28th May ... Discussion with the Secretary, Education Department, by the Chairman of the Committee.
- 9th and 10th June ... *The Fourth Meeting of the Committee at Rajkot.*
(i) Discussion with Educational Inspectors and Administrative Officers in Saurashtra and Special Officer, Kutch.

- (ii) Discussion with Principals of Training Colleges for Primary Teachers.
 - (iii) Discussion with Chairmen of District School Boards and Presidents of Local Boards.
 - (iv) Meeting of the Presidents of Municipalities in Saurashtra under the Chairmanship of Shri P. K. Shinglu, Divisional Commissioner.
 - (v) Meeting of educationists and representatives of Educational Associations.
- 11th June ... Continuance of the Committee up to 31st December 1958, sanctioned by Government under Government Resolution, Education Department, No. PRE. 7058-F of 11th June 1958.
- 14th June ... Questionnaire on the Special Problems of Saurashtra issued [vide appendix III(b)].
- 14th to 17th July ... *The fifth Meeting of the Committee at Nagpur :—*
- (i) Discussion with Officers of the Department.
 - (ii) Discussion with Principals of Primary Training Colleges.
 - (iii) Visit to the Janapad Sabha at Katol.
 - (iv) Meeting of Presidents of Municipalities in Vidarbha.
 - (v) Meeting of representatives of Primary Teachers in Private Schools in the City of Nagpur.
 - (vi) Discussion with the local members of the Board of Secondary Education, Vidarbha.
 - (vii) Discussion with the Mayor, Nagpur Corporation, the Municipal Commissioner and Officers of the Education Department of the Corporation.
- 19th to 22nd July ... *The Sixth Meeting of the Committee at Aurangabad :—*
- (i) Meeting of the Presidents of Municipalities in Marathwada under the Chairmanship of Shri G. V. Bedekar, the Divisional Commissioner.
 - (ii) Oral evidence.*
- 29th July ... Questionnaire on the Special Problems of Vidarbha issued vide Appendix IIK(b).

4th to 7th August

... *The Seventh Meeting of the Committee in Poona :—*

- (i) Oral evidence.
- (ii) Meeting of Educational Inspectors and Administrative Officers in the Poona Division and Ratnagiri District.
- (iii) Meeting of the Chairmen of District School Boards in the Division and Ratnagiri District.
- (iv) Meeting of the Presidents of Authorised Municipalities and the Chairmen of Municipal School Boards in the same districts.
- (v) Meeting of the Presidents of Non-authorised Municipalities in the same districts.
- (vi) Discussion with the Mayor and the Municipal Commissioner, Poona, Municipal Corporation and Chairman, Poona Municipal School Board.

8th to 11th August

... *The Eighth Meeting of the Committee in Bombay :—*

- (i) Oral evidence.*
- (ii) Meeting of the Chairmen of District School Boards, Nasik, East Khandesh, West Khandesh, Thana and Kolaba Districts.
- (iii) Meeting of the Presidents of Authorised Municipalities and Chairmen of Municipal School Boards, Nasik, Malegaon, Jalgaon, Dhulia and Thana.
- (iv) Meeting of the Presidents of Non-Authorised Municipalities in Nasik, East Khandesh, West Khandesh, Thana and Kolaba Districts.
- (v) Meeting of Educational Inspectors and Administrative Officers of the above districts, Greater Bombay and Dangs.

23rd August

... Discussion by the Chairman and Member-Secretary of the Committee with the Mayor, and the Municipal Commissioner, Chairman, Education Committee and the Education Officer of the Bombay Corporation.

2nd September

... Appointment of a temporary Special Officer to work with the Committee in connection with its proposals regarding School Board Budgets and grants.

9th to 15th September	... <i>The Ninth Meeting of the Committee and tour in Vidarbha.</i>
9th to 11th September	... Nagpur— (i) Oral Evidence.* (ii) Visit to the Education Department of the Nagpur Municipal Corporation by the Chairman. (iii) Discussion with Shri Ishwaran, Divisional Commissioner. (iv) Visit to Primary schools.
12th September	... Wardha— (i) Oral Evidence.* (ii) Visit to a Pre-Primary school. (iii) Visit to Sevagram and discussion with the Secretary, Nai Talim Sangh.
13th and 14th September	... Amaraoti— (i) Oral Evidence.* (ii) Visit to the Primary Teachers Training College and other institutions conducted by the Shivaji Education Society. (iii) Discussion with Primary Teachers at Karajgaon. (iv) Visit to the Vadagaon Vidyamandir.
15th September	... Akola— (i) Oral evidence.* (ii) Discussion with the President, Akola Municipality. (iii) Visit to Municipal Primary Schools and Government Basic Training College for Primary Teachers.
25th to 30th September	... <i>The Tenth Meeting of the Committee and Tour in Gujarat.</i>
25th September	... Surat— (i) Oral evidence * (ii) Visit to the Municipal School Board, Surat and discussion with the Chairman. (iii) Discussion with the President, Surat Municipality.
26th and 27th September	... Baroda— (i) Oral evidence.* (ii) Visit to the Government Basic Training College for Women. (iii) Meeting of Educational Inspectors and Administrative Officers in Gujarat.

- 28th to 30th September ... Ahmedabad—
- (i) Oral evidence.*
 - (ii) Meeting of the Chairmen of District School Boards in Gujarat.
 - (iii) Meeting of Presidents of Non-Authorised Municipalities in Gujarat.
 - (iv) Meeting of the Presidents of Authorised Municipalities and Chairman, Municipal School Board in Gujarat.
 - (v) Visit to the Municipal Corporation and discussion with the Mayor, Municipal Commissioner, Chairman and Administrative Officer, Municipal School Board and others.
 - (vi) Visit to C. N. Vidyalaya, the Shreyas, and some primary schools.
 - (vii) Reception by Primary Teachers.
- 1st to 5th October ... *The Eleventh Meeting of the Committee and tour in Saurashtra.*
- 1st October ... Bhavnagar—
- (i) Oral evidence.*
 - (ii) Visit to Balmandir.
 - (iii) Talk to Teachers.
- 2nd October 1958 ... Sanosara—
- (i) Visit to Lok Bharati institutions.
 - (ii) Discussion with Shri N. Bhatt and others.
 - (iii) Meeting of the Educational Inspectors and Administrative Officers in Saurashtra.
 - (iv) Visit to a Lokshala and Primary Schools.
 - (v) Discussion with Shri Balwantrao Mehta (at Bhavnagar).
- 3rd October ... Veraval—
- Oral Evidence.*
Visit to Shardagram, Shahpur and Junagadh.
- 4th October ...
- (i) Visit to Shardagram Institutions.
 - (ii) Discussion with Sarvashri Mansukhran Jubanputra and Akbarbhai Nagori and others.
 - (iii) Visit to a Balmandir at Mangrol, Lokshala at Shahpur, a Primary School at Junagadh.
 - (iv) Discussion with Shrimati Pushpaben Mehta.
- 5th October ... Aliabada—
- (i) Oral evidence.*
 - (ii) Visit to Gangajala Vidyapeetha Institutions.

6th and 7th	... <i>The Twelveth Meeting of the Committee and tour in Kutch.</i> <i>Bhuj—</i> (i) Oral evidence.* (ii) Discussion with the Collector, Kutch.
7th October	... <i>Gandhidham—</i> (i) Oral evidence.* (ii) Visit to a Primary School.
8th October	... <i>The Chairman's—</i> (i) Interview with the Education Minister, and (ii) Discussion with the Examiner, Local Fund Accounts.
19th October	... Meeting of the Regional Social Education Committee for Maharashtra attended by the Chairman and Members and Secretary for discussion.
23rd and 24th October	... Conference of the Committee with Members of the Congress Legislature Party in Bombay.
25th October	... Discussion by the Chairman with the Education Officer, Bombay Corporation at Gargoti.
29th October to 2nd November.	<i>The Thirteenth Meeting of the Committee at Gargoti.</i> (i) Discussion on some draft Chapters of the first part of the report. (ii) Oral evidence.*
4th and 5th November	... <i>Bombay—</i> Conference of the Committee with the Examiner of Local Fund Accounts and his officers for discussion on financial relations with local bodies.
6th November	... Joint Meeting of the Committee with the Integration Committee for Secondary Education at Bombay.
3rd and 4th December	... Conference of the Committee with the Director of Education and Senior Officers of the Department in Poona.
5th to 11th December	... (i) <i>The Fourteenth Meeting of the Committee at Mahableshwar for approval of the first part of the report.</i> (ii) Discussion with the Examiner, Local Fund Accounts and his officers.
12th December	Submission of the first part of the report: Chapters I—XX to Government.

* Names of persons who gave oral evidence before the Committee will be found in Appendix V.

APPENDIX III(a).

PRELIMINARY QUESTIONNAIRE.

1. What are the special features of the existing system of pre-primary and primary education in your region which, in your opinion, should continue? Why?
2. Are there any features or aspects of the existing system of pre-primary and primary education in your region which, in your opinion, ought to be altered and removed altogether? why?
3. What features of the existing system of pre-primary and primary education in the old Bombay State should, in your opinion, be extended to your region, with or without modifications?

APPENDIX III (b).

INTEGRATION COMMITTEE FOR PRIMARY EDUCATION.
BOMBAY STATE

No. ICPE/QST.

OFFICE OF THE I.C.P.E.,

DIRECTORATE OF EDUCATION, B. S. :

Poona 1, 22nd May 1958/

Jyaistha 1, 1880 (Saka).

FROM

SHRI J. P. NAIK,

Chairman,

Integration Committee for Primary Education,
Bombay State, Poona 1.

To

.....

.....

.....

SUBJECT.—*Questionnaire on Pre-primary and Primary education.*

SIR,

I have the honour to state that the Government of Bombay has been pleased to appoint a Committee to deal with the problems of integrating the different patterns in the field of pre-primary and primary education which have come within the State of Bombay as a result of the recent reorganization of States. This Committee consists of the following members :—

Chairman.

- (1) Shri J. P. NAIK,
Secretary, Shri Mouni Vidyapeeth, Gargoti (District Kolhapur).

Members.

- (2) Shri D. R. MANKAD,
Principal, Shri Gopaldas Mahavidyalaya,
Aliabada, District Halar (Saurashtra).

- (3) Dr. A. G. SONAR,
Karajgaon, District Amravati (Vidarbha).
- (4) Shri R. G. PARANJPE,
Latur, District Osmanabad (Marathawada).
- (5) Shri MAGANBHAI RANCHHODBHAI PATEL,
Congress House, Bhadra, Ahmedabad.
- (6) Shri J. A. VAKIL,
Deputy Director of Education, Poona.

Member-Secretary.

- (7) Shri B. R. KOLATKAR,
Poona.

2. The Committee has been asked—

(i) to survey and report on the present position of primary, basic and pre-primary education in the different regions of the State; and

(ii) to advise Government on the measures necessary for evolving a uniform but flexible system of education at the primary and pre-primary stages in the whole State with particular reference to the following :—

- (a) administration of primary education ;
- (b) aims, organization and content of primary education ;
- (c) expansion of primary education ;
- (d) training of primary teachers which should include problems relating to the selection of teachers for training, syllabus and examinations ;
- (e) financial assistance to private bodies managing primary schools and training colleges ;
- (f) programme for the expansion of basic education ;
- (g) extension of M. P. Vidya Mandir Act to the other areas of the State ; and
- (h) the extent to which the Government should take direct responsibility in respect of pre-primary education and the question of financial assistance to private bodies working in the field.

3. The Committee has decided to issue a general questionnaire on the various problems referred to it with the object of sounding public opinion. A copy of the same is enclosed with this letter for your information. In view of your long experience of these problems, the Committee would feel very grateful if you could kindly spare some time and send a reply to this questionnaire in as great a detail as possible.

4. I would like to point out that it is not necessary for you to reply to every section or to every question. You may send your reply to such sections and questions as you may choose.

5. The replies to the questionnaire should be addressed to the Secretary, Integration Committee for Primary Education, C/o Director of Education, Central Buildings, Poona 1, and should be sent, in duplicate; if possible. The last date fixed for the receipt of replies is 22nd June 1958.

Yours faithfully,

J. P. NAIK,
Chairman,
Integration Committee for
Primary Education.

A.—This questionnaire is divided into sections as given below :—

- I. Pre-Primary Education.
- II. Admissions to Primary Schools.
- III. Duration of the Primary Course and its integration with Secondary Education.
- IV. Syllabus and Standards.
- V. Basic Education.
- VI. Primary Teachers.
- VII. Association of Non-official with the administration of Primary Education.
- VIII. Administration of Primary Education.
- IX. School Organization.
- X. Finance of Primary Education.
- XI. Education of Women.
- XII. Education of Backward Classes.
- XIII. Special Problems of Marathawada.*
- XIV. Special Problems of Vidarbha.*
- XV. Special Problems of Saurashtra and Kutch.*

B. It is not necessary to reply to every section or every question. Only those problems in which you are interested or of which you have a special knowledge may be discussed in the replies.

C. Replies (in duplicate, if possible) should be sent to the Secretary, Integration Committee for Primary Education, C/o Director of Education, Central Buildings, Poona 1, so as to reach him on or before the 22nd June 1958.

*Issued separately.

I. PRE-PRIMARY EDUCATION.

1. To what extent and in what manner should the State accept responsibility for pre-primary education?
2. Should the State conduct any pre-primary classes? If so, for what purpose, to what extent, and under what circumstances?
3. Do you recommend that the local bodies should accept any responsibility for pre-primary education? If so, to what extent and in what manner?
4. On what principles should grants-in-aid be given to pre-primary classes?
5. To what extent and on what conditions should grants be given to pre-primary training institutions?
6. Do you recommend the adoption of any special measures to spread pre-primary education in rural areas or among the backward classes? If so, what are they?

II. ADMISSIONS TO PRIMARY SCHOOL

7. What, in your opinion, should be the age of admission to primary schools? (five plus, six plus, or seven plus) Why?

Would you make any distinction, in so far as the age of admission to primary schools is concerned, between rural and urban areas? If you do, what is the nature of the distinction and why do you propose it?

Similarly, would you make any distinction in this respect between public and private schools? Please state the nature of the distinction proposed and the reasons therefor.

8. It has been suggested that all *fresh* admissions to primary schools should be made within two months of the opening of the school year and *not* thereafter. Do you agree with this view?

Do you anticipate any difficulties in your region in implementing such a decision? If so, please state the nature of the difficulties and suggest a way in which they could be overcome.

9. It has been suggested that children who have completed the pre-primary school should be admitted direct to Class II of primary schools. Do you agree with this view?

III. DURATION OF THE PRIMARY COURSE AND ITS INTEGRATION WITH SECONDARY EDUCATION

10. What should be the total duration of the primary course? (seven or eight years).

11. Should the primary course be divided into two stages—the junior and the senior? Why?

If you are in favour of having stages, please indicate the objectives of each stage and the duration thereof.

12. The existing pattern of primary classes is as follows :—

Bombay Pattern.—The first four classes constitute the junior primary course. The next three classes may form part of a primary school (in which case they are known as upper primary classes) or of a secondary school (in which case they are known as lower secondary classes). But in either case, the syllabus is the same and English is *not* taught. Secondary education proper therefore starts from Std. VIII. A pupil may however be said to be in a position to join a secondary school at two stages—after completing Std. IV or after completing Std. VII.

Vidarbha Pattern.—The first four classes constitute the primary course. The next three classes constitute the middle school which is known as the Indian Middle School, if English is not taught as a compulsory subject in these classes. The Indian English Middle School comprises four classes after the primary course. English is a compulsory subject in this school. Teaching of English as an optional subject is permitted in the Indian Middle School and a pupil passing Std. VII examination with the optional subject can join Std. VIII of an Indian English Middle School.

Marathawada Pattern.—The first five classes i.e. the infant and Stds. I-IV constitute the primary course. The next three classes constitute the middle or the lower secondary stage. English is a compulsory subject at this stage.

Saurashtra Pattern.—The first seven years constitute the primary course. A basic school however includes one more year and has eight classes. English is introduced in the basic course only in the eighth year, but it may be taught, as an optional subject, in Std. VII of the primary course in non-basic schools.

Kutch Pattern.—The first five classes i.e. the infant and Stds. I-IV constitute the lower primary course. The next three classes are known as upper primary classes. Primary schools with the Infant class to Std. VII are known as composite schools, and schools with Std. V-VII are known as Middle Schools. English is introduced as a compulsory subject in Std. VII of all these schools except Girls Schools.

Do you feel that a uniform pattern of school-classes should replace this variety which is due more to historical accidents than to any other factor? If you do, please indicate what the uniform pattern should be.

13. At what stage should pupils be diverted from primary to secondary education? The existing in this respect is as follows :—

Old Bombay State Area.—A pupil can join a secondary school at two stages after completing Std. IV or completing Std. VII.

Vidarbha.—A pupil joins a secondary school after completing Std. IV. A pupil can also join a secondary school after completing Std. VII if he passes out of an Indian Middle School where provisions to teach English on a voluntary basis in Stds. V-VII is made.

Marathwada.—A pupil joins a secondary school after completing Std. IV, at the end of a five-year primary course.

Saurashtra.—A pupil joins a secondary school after completing Std. VII.

Kutch.—As in the Old Bombay State Area.

Do you feel that a uniform practice should be followed in this respect throughout the State? If so, what would that practice be and why?

IV. SYLLABUS AND STANDARDS.

14. What in your opinion, should be the main objectives of primary education? To what extent does the existing syllabus help us to realise these objectives?

In particular, it has been represented that the existing syllabus is overcrowded, heavy, and beyond the reach of an average pupil. Do you agree with this view? If you do, please suggest the broad outline of the revision you feel essential.

15. Do you think that any alterations are necessary in the existing syllabus of primary schools in your region? Please indicate the main alterations suggested and the reasons therefor.

16. Do you think that the study of English should form part of the primary school course? If so, at what stage and in what standard should it begin and what should be the level of attainment reached when the primary course is completed?

17. Do you think that the study of Hindi should form part of the primary course? If so, at what stage and in what standard should it begin and what should be the level of attainment reached when the course is completed?

18. Do you think that there should be a common syllabus for all the primary schools in the State? Or, do you feel that regional or local variations should be permitted in the syllabus?

If you are in favour of regional or local variations, please state the principles on which such variations should be introduced.

19. Would you advocate a differentiation between the syllabus of primary schools for boys and that for the primary schools for girls?

If you do, please indicate the basis and nature of the differentiation proposed.

20. Would you advocate any differentiation between the curricula of urban and rural primary schools?

If you do, please indicate the basis and nature of the differentiation proposed.

21. It has been represented that the standard of primary education has been deteriorating very fast. Do you agree with this view?

What, in your opinion, are the causes for this deterioration of standards? What remedies would you suggest to counteract it?

V. BASIC EDUCATION.

22. What difficulties, if any, are being experienced in your region in converting primary schools to the basic pattern? What measures would you recommend to overcome them?

23. What phased programme would you recommend to convert all primary schools to the basic type as early as possible?

24. It has been suggested that the present dichotomy between primary and basic schools should be eliminated as early as possible and that all primary schools should offer uniform course of instruction to all children. Do you agree with this view?

If you do, what programme would you suggest to realise this objective?

25. Do you think that any alterations are necessary in the syllabus and teaching methods followed in basic schools at present? If so, what are they?

26. To what extent would you emphasize the self-supporting aspect of basic schools?

27. Conflicting views are held regarding the priority to be accorded to basic education *vis-a-vis* a programme of expansion. Some would advocate a quick programme of expansion to be followed by a gradual programme of conversion to the basic type. Others would like the programme of conversion to basic type to have priority over a programme of mere expansion. What is your view of the problem and what policy would you recommend for adoption in this behalf?

VI. PRIMARY TEACHERS.

A. RECRUITMENT.

28. What is the existing procedure for the selection of primary teachers in your region?

Are you satisfied with the existing procedure? If not, what, in your opinion, are its shortcomings?

What reforms do you suggest in this respect?

29. What are the minimum educational qualifications prescribed for recruitment as primary teachers in your region?

Do you think that these qualifications are adequate? If not, what alterations would you suggest?

30. Do you find it possible to attract the right type of candidates to the profession of primary teachers?

If not, what, in your opinion, are the main deficiencies in the persons who are now selected as primary teachers?

31. It has been suggested that only persons who have completed the secondary school should be selected as primary teachers. Do you agree with this view? Would such a decision act adversely on the interests of backward classes or rural areas?

32. It has been suggested that the intelligent and deserving boys and girls from rural areas find it difficult to get admission to the profession of primary teachers. Do you agree with this view?

If you do, please state—

(a) the difficulties which prevent bright and deserving rural children from becoming primary teachers; and

(b) the measures that you would recommend to overcome them.

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B. TRAINING.

33. Do you think that the percentage of trained primary teachers in your region is adequate at present? If not, what measures would you recommend to increase it?

34. On what principles are teachers in service selected for deputation to training colleges in your region? Do you recommend any change in the existing procedures?

35. Do you think that the pay, stipends, allowances or loans given to teachers during the period of their training are reasonable? What changes, if any, do you propose in this behalf?

36. Do you think that the existing syllabus of primary teachers' training colleges is satisfactory and that it is adequate to train them up for the very important role that they are now required to play, not only in rural education, but in community development?

If not, what changes do you suggest?

37. Do you think that the number of existing training institutions for primary teachers in your region is adequate, especially in view of the rapid expansion envisaged during the second and third plans?

If not, what are your proposals for expansion?

38. What are the immediate and ultimate needs of the existing primary teachers' training colleges in your region?

39. What is the extent of private enterprise in the field of primary teacher-training in your region?

What measures would you suggest to stimulate it?

40. Do you recommend any change in the system of grant-in-aid to private primary training institutions in your region, and, if so, please indicate the nature of the changes proposed and the reasons therefor.

41. Is there any provision for refresher courses for primary teachers (or for their retraining) in your region? If there is, please give details.

If there is none, what kind of retraining or refresher courses would you recommend for primary teachers? What administrative machinery would you suggest for organizing retraining or refreshing of primary teachers?

42. What measures, if any, are adopted at present to keep the primary teachers acquainted with the latest developments and advances in their subjects? What type of an organization would you recommend for the purpose?

43. Do you feel it necessary to organize any extension services to improve the work of primary teachers, especially those working in rural areas? If so, what kind of organization would you recommend?

C. EMOLUMENTS.

44. Would you recommend a common scale of pay to all the primary teachers in the State? If so, please indicate what it should be.

45. Are there any special problems in your region regarding the pay and allowances of primary teachers?

If so, please give details.

46. Is there any selection grade open to teachers in your region? Do you recommend any change in the procedure of awarding it?

47. What chances of higher promotions are open to primary teachers in your region? What proposals would you make for enlarging the opportunities of such promotions?

48. What special privileges like free education for children etc., are enjoyed by the primary teachers in your region? Have you any specific proposals to make in this behalf?

D. SERVICE CONDITIONS

49. What procedure is followed in your region at present :—

- (1) to evaluate the work of primary teachers from year to year,
- (2) to prepare and maintain their annual confidential reports,
- (3) to enquire into complaints or allegations,
- (4) to take penal action against teachers who may have been found guilty, and
- (5) to provide appellate facilities to teachers who may feel aggrieved by the order of their immediate superiors?

Are these different procedures working satisfactorily at present?

If not, what suggestions would you make for improving them?

50. There is a complaint from some teachers' organizations that primary teachers are often harassed or used by members of School Board, School Committees etc. How far is this complaint justified?

51. There is a demand from some organizations of primary teachers that the present scheme of provident fund should be abolished and that primary teachers should be given pension like other State servants. What is your opinion on this issue?

52. Do you suggest any changes in the existing policy and procedures of the postings and transfers of primary teachers in your region?

53. Primary teachers are often required to work in several extra-departmental capacities such as village postmasters, secretaries of co-operative societies, etc. Do such additional activities affect their efficiency?

What measures would you suggest to regulate such extra work?

54. Is a Directory of Primary Teachers published periodically in your region?

If not, do you think that the publication of a periodical directory would serve any useful purpose? How often and on what lines should such Directories be published?

55. What are the usual difficulties which primary teachers have to face in rural areas? What measures do you suggest for removing these difficulties?

56. What role should primary teachers play in community development?

How would you train them for this purpose and what measures would you propose to regulate their work in this field?

57. It has been suggested that every primary school should be a community centre and that every teacher should, in addition to his own duties, conduct social education classes as well and thereby assist in the programme of liquidating adult illiteracy.

How far can such a scheme be practical and how should it be worked out?

58. It is a common complaint that the status of primary teachers is low. How far is this complaint justified and what measures would you recommend to raise the status of primary teachers?

**VII. ASSOCIATION OF NON-OFFICIALS AND LOCAL BODIES
WITH THE ADMINISTRATION OF PRIMARY EDUCATION**

59. Under sections 58 and 59 of the Bombay Primary Education Act, 1947, a State Board of Primary Education is constituted.

Do you think that such a Board serves any useful purpose and do you advocate its continuance?

60. If you are in favour of the continuance of such a Board, would you keep its composition as it is, or do you suggest any changes?

If you are in favour of some changes, please state briefly what they are.

61. The Bombay State now consists of at least six or seven distinct regions which are at different levels of educational development and which have special local problems of their own. It has been suggested, therefore, that it is desirable to constitute Regional Boards of Primary Education whose main function would be to watch the progress of primary education within the region and to advise Government on matters connected with it from time to time.

Do you agree with this view?

If you are in favour of the constitution of Regional Boards, what composition and powers do you suggest for them and how would you relate them to the State Board of Primary Education?

62. Opinion is divided regarding the position of the District School Boards in the old Bombay State. Some would advocate their continuance with additional powers (such as those in the Primary Education Act of 1923); while others go to the extent of suggesting their abolition. What is your view of the problem? Please state your reasons also.

If you are in favour of the continuance of District School Boards, what changes, if any, would you recommend in their composition and functions?

If you propose the abolition of District School Boards, do you think it desirable or necessary to create any other agency at the District level with the object of associating non-officials with the administration of Primary Education? If you do please state briefly what the composition and powers of such a body would be.

63. It has been suggested that Primary and/or Secondary Teachers should be given representation on the District and Municipal School Boards. Do you agree with this view? What specific suggestions would you make in this regard?

64. The Balawantrao Mehta Committee has suggested that the Block, and not the District, should be the primary unit of administration and that it should be vitalized by real democratic decentralization. Views of this type have been advocated for a long time in the past. Shri R. V. Parulekar, for instance, has advocated the adoption of a Taluka and Tahsil as the basic unit for the administration of primary education. Some provision for decentralization at the Taluka level was made in section 15 of the Bombay Primary Education Act, 1947.

Do you agree with these views?

If so, please state briefly what agency at the block level would you propose for the administration of primary education? What would be its composition, powers and duties?

65. What is your evaluation of the working of the present school committees?

What means would you suggest for vitalizing these committees?

66. The Bombay Corporation has its own independent set-up for the administration of primary education.

Would it be desirable to create a similar set-up for Ahmedabad, Poona and Nagpur?

If you agree that such a change is desirable, please indicate the broad outline of the administrative and financial set-up you would create.

67. Certain major municipalities in the old Bombay State are given authority to administer primary education. These are called 'authorised municipalities'. However all Municipalities in Vidarbha have been given the power to administer Primary Education in their areas and they may therefore be regarded as equivalent to authorized municipalities.

Do you advocate any changes in the system? If so, what are they?

Do you propose the extension of the system to Saurashtra and Marathawada? Would you extend the system as it is or do you suggest any changes? If so, what are they? Please name the municipalities of these two regions which, in your opinion, should become 'authorised' municipalities.

68. What should be the role of non-authorised municipalities in the administration of primary education?

VIII. ADMINISTRATION OF PRIMARY EDUCATION.

A. DEPARTMENTAL SET-UP

69. With a view to decentralizing the administration of primary education, what delegation of powers would you recommend from Government to the Director of Education, and from the Director of Education to the Regional Deputy Directors or Educational Inspectors?

70. In the area of the old Bombay State, a Class I Officer of the B.E.S. is in charge of the primary and secondary education in each District. But in the new areas like Saurashtra or Marathawada, Departmental officers in charge of Districts are generally in Class II.

Do you recommend the adoption of a uniform system in this respect. If so, what would it be?

71. In the old Bombay area, the administration of primary education has been separated from inspection, the first having been given to local bodies and the latter being retained by Government. The same conditions prevail in Vidarbha. But both administration and inspection are combined in one agency in Saurashtra and given to District School Boards whereas they are both exercised by the State Government in Marathawada. Would you recommend the adoption of a common policy in this respect and if so, what would it be? Why?

72. What are the usual difficulties of the public in dealing with Departmental offices in respect of primary education? What are the causes that lead to these difficulties and how could they be eliminated?

B. LOCAL BODIES.

73. What is your evaluation of the efficiency of the administration of primary education by authorised municipalities, District School Boards and Janapads?

If you are not satisfied with the standard of efficiency now maintained, what, in your opinion, are the causes of the existing deficiencies and how would you propose to remove them?

74. To what extent and with what standards of efficiency are village Panchayats exercising the powers vested in them in respect of primary education? What measures would you recommend to improve the situation?

75. What are the special problems and difficulties of the staff employed by District and Municipal School Boards? What measures would you recommend to improve the situation?

C. GRANT-IN-AID.

76. What is the system of grant-in-aid to local bodies on account of primary education, prevailing in your region? What are the practical difficulties experienced in the working of the system and how do you propose to overcome them?

D. ENFORCEMENT OF COMPULSION.

77. What are the practical difficulties involved in the enforcement of compulsory primary education? How do you propose to overcome them?

E. SUPERVISORY STAFF.

78. Is the Inspecting or Supervisory staff employed at present to look after the primary schools adequate for the purpose? If not, what proposals would you make to improve the situation?

F. PRIVATE ENTERPRISE IN THE FIELD OF PRIMARY EDUCATION.

79. What, in your opinion, is the role of private enterprise in the field of Primary Education?

80. What are the main problems and difficulties of private primary schools in your region?

81. On what basis and to what extent should grant-in-aid be given to private primary schools in (a) urban areas and (b) rural areas?

82. Would you recommend non-recurring grants or loans for buildings of private primary schools? If so, on what terms?

83. Would you suggest any restrictions on the fees to be charged in aided private primary schools? If so, please indicate the nature of the restrictions proposed.

84. What measures would you recommend to safeguard the interest of teachers working in private primary schools in respect of the following matters :—

- (a) security of tenure;
- (b) reasonable remuneration;
- (c) old-age provisions; and
- (d) provision of training facilities?

85. What measures would you recommend to stimulate private enterprise in the field of primary education, especially in regions where its extent is very small at present?

86. What is your evaluation of the general quality of instruction in private primary schools?

What measures would you recommend to improve the quality of instruction in these schools?

IX. SCHOOLS ORGANIZATION

A. EQUIPMENT.

87. It is common knowledge that the equipment of primary schools is generally very inadequate. What programme would you suggest to improve the situation?

B. SCHOOL SERVICES.

88. What programme would you recommend for the organization of school services like mid-day meals, medical inspection and treatment, etc.?

C. EXAMINATION IN PRIMARY SCHOOLS.

89. What, in your opinion, are the defects of the existing system of annual examinations in the primary schools of your region? What remedies do you suggest to reform it?

90. Should there be a public examination at the end of the primary course?

At present, such an examination exists in the old Bombay State area where it is known as the Primary School Certificate Examination and is held at the end of Class VII, and in Saurashtra where it is known as the Shalant Examination and is held at the end of Class VIII. Would you recommend the holding of such examinations in the other regions as well or would you recommend the abolition of even these two examinations?

In Vidarbha and Marathwada an examination is held at the end of Std. IV by the Inspecting Officers of the Department. Besides, there is also a district-wise examination held at the end of Std. VII at the end of the Indian Middle School Course in Vidarbha. Do you advocate the continuance (with or without change) of these examinations?

91. Assuming that there should be a public examination at the end of the Primary course, what administrative machinery would you suggest for it?

In particular, do you think that this should be a common examination for the State as a whole or would you recommend the holding of different examinations in different linguistic or geographic regions?

92. What reforms do you suggest in the present system of conducting the P. S. C. Examination of the Old Bombay area or the Shalant Examination in Saurashtra?

In particular, do you advocate the reservation of a certain percentage of marks at these examinations for the work done by the students during the school period?

Would you advocate permission to external students who have never attended any recognised school to appear at these examinations? If so, under what conditions?

D. PRIMARY SCHOOL BUILDINGS.

93. What general or special measures would you recommend to reduce the cost of primary school buildings?

94. Do you feel that any modifications are necessary in the type plans of primary school buildings adopted in your region at present? If so, what are they?

95. It has been suggested that the construction and maintenance of primary school buildings should be a responsibility of the Village Panchayats in rural areas and municipalities in urban areas. Do you agree with this view? If not, what alternative agency would you suggest?

96. What measures would you recommend to enlist the enthusiasm of the village people for a programme of constructing buildings for primary schools?

97. To what extent and in what manner should grants-in-aid be given from State funds towards the construction of school buildings?

98. At present, there are different agencies for the construction of primary school buildings in different regions of the State.

In old Bombay State, District Building Committees have been constituted for District School Board areas. The particular building to be constructed are sanctioned by Government on the advice of the Committee and executed through the District Local Board. In the case of authorised municipalities, there is no regular scheme. In Saurashtra, the construction of school buildings is entrusted to the District Local Boards. In Vidarbha, the Municipalities and the Janapads are entrusted with the responsibility of constructing school buildings in their respective areas. In Marathawada, the District Local Boards spend a part of their net income on the construction and maintenance of primary school buildings and the State has undertaken a large buildings programme through its own P. W. D. In all parts of the State, school buildings are being constructed through National Extension Service and Community Development Blocks.

With what success and in what manner are these different agencies functioning in your region? Do you think that a uniform agency with a simplified procedure should replace the multiplicity of agencies that exists at present? If so, please indicate the nature of the agency you propose.

99. It has been suggested that special loan programmes should be devised for the speedy construction of primary school buildings. What specific suggestions would you make in this respect?

100. What special measures would you recommend for the speedy construction of primary school buildings in urban areas?

101. In old Bombay State, loans from the accumulated balances of the Provident Fund of Primary School Teachers are sanctioned for the construction of primary school building and a special law has been passed for the purpose. How is this system working at present? Would you recommend its extension to the other regions? If so, in what form?

102. What is the administrative machinery set up in your region for the maintenance (current and special repairs) of primary school buildings? What changes would you recommend to make it more efficient and economic?

103. It has been suggested that a research unit should be set up in the State with the specific object of reducing the cost of school buildings and reviewing the type plans prescribed from time to time. Do you agree with the suggestions? If you do, please suggest the composition and functions of such a unit.

E. TEXT-BOOKS.

104. It has been suggested that the cost of text-books has been continually increasing and that it is preventing poor children from receiving primary education. Do you agree with this view?

105. What measures would you recommend to bring down the cost of text-books in primary schools, consistently with the maintenance of standards?

106. It has been suggested that the State should have a monopoly of all text-books in primary schools? Do you agree with this view?

If not, to what extent and in what manner could private enterprise be associated with the production of text-books for primary schools?

107. What administrative machinery would you recommend for the preparation, selection and prescription of text-books in primary schools?

108. What measures do you recommend for the free supply of text-books to poor children reading in primary schools?

109. What is your evaluation of the general standard of the text-books used in the primary schools of your region? What measures would you recommend to raise it and to remove the deficiencies noticed at present?

F. WASTAGE AND STAGNATION.

110. Wastage is defined as the premature withdrawal of children from primary schools, i.e., even before they have attained permanent literacy. Hence it is suggested that a child withdrawn from the school before attending for about 100 or 120 days in class IV should be regarded as a case of wastage. Do you agree with this view?

111. What, in your opinion, are the causes of wastage? How would you remove them?

112. 'Stagnation' is the retention of a child in one class for more than a year. What, in your opinion, are the causes of stagnation in primary schools and how would you remove them?

113. Stagnation is seen to be particularly heavy in Class I. What are the causes of this evil and how would you remedy them?

G. CO-EDUCATION.

114. It has been suggested, both on social and economic grounds, that the ultimate target of official policy should be eliminate all separate primary schools for girls. Do you agree with this view?

H. FEES.

115. Should fees be charged in public primary schools? If so, to what extent and in what standards?

116. Recently, fees have been introduced in Classes V, VI and VII of primary schools in old Bombay area. What, in your opinion, have been the good and bad results of this experiment? Would you recommend its continuance and extension to the new areas of the State?

117. If fees are to be charged in primary schools, what should be the extent and nature of concessions given to poor children? What special provisions would you recommend in respect of girls and pupils of backward classes?

I. SIZE OF CLASSES.

118. It has been recommended that in view of the desirability of securing rapid expansion in spite of the existing financial stringency, the ratio of pupils per teacher in primary schools should be fixed at a minimum of 40, and may even be raised to 50, if necessary. What are your views on this issue?

J. SHIFT SYSTEM.

119. It has been suggested that the shift system should be adopted in Stds. I and II of all primary schools including Basic. Do you agree with this view? (Under the shift system one teacher remains in charge of two classes of 40 pupils each, each class being in session for 3 hours only one after the other.)

X. FINANCE OF PRIMARY EDUCATION.

A. RURAL AREAS.

120. In the Old Bombay State, a Local Fund Cess is levied on land-revenue at Re. 0-3-0 in a rupee and 15 pies out of this are utilized for primary education. Do you think that the rate of this Cess should be raised? If so, to what extent?

Do you suggest any increase in the proportion of the Local Fund Cess now devoted to primary education? If so, what should the new proportion be?

Do you suggest that this system should be extended with or without modifications to the rest of the State?

121. It has been suggested that the State Government should take over the entire financial responsibility for Primary Education in rural areas and relieve District Local Boards and Janapads of their liability to contribute towards the expenditure on Primary Education. Do you agree with this view?

122. Can you suggest the levy of any other cess or tax in rural areas for the support of primary education? Please state your proposals in details.

123. What measures should be adopted to secure voluntary popular contributions for the expansion or improvement of primary education?

B. MUNICIPAL AREAS INCLUDING CANTONMENTS.

124. It is generally said that municipal areas should bear a larger proportion of the expenditure on primary education than rural areas. Do you agree with this view?

125. It is said that the contribution of a municipal area to primary education should vary according to its capacity (in the old Bombay State, the contribution of municipalities varies from 1/3 to 3/4 of the total expenditure).

Do you accept this view? If so, what basis would you suggest for fixing the contribution payable by municipalities?

126. Should the municipalities be empowered or compelled to levy an educational cess? If so, what should be its nature and extent?

127. It has been suggested that all municipalities should be required to contribute a prescribed percentage of their total income for purposes of Primary Education. Do you agree with this view? If you do, please suggest the percentage to be prescribed.

C. STATE CONTRIBUTION.

128. Do you feel that the State is now incurring adequate expenditure on primary education?

If not, what changes do you suggest in its present policy?

D. GRANTS FROM THE CENTRE.

129. Do you think that central grants to Bombay State on account of primary education are adequate? If not, what changes do you suggest in the present policy?

XI. EDUCATION OF WOMEN.

130. What are the difficulties that come in the way of a rapid expansion of the education of women? What measures would you recommend for overcoming them?

131. There is a great paucity of women teachers in all rural areas. What measures would you recommend to reduce this shortage?

XII. EDUCATION OF THE BACKWARD CLASSES.

132. What measures would you recommend with the object of expanding primary education among the backward classes and of bringing it on par with that of the advanced classes?

133. What are the special problems that have to be faced in spreading primary education among the backward classes in general and the scheduled tribes in particular? How do you propose to solve them?

134. It has been suggested that the following measures should be adopted to spread primary education among the tribal people :—

- (a) adoption of a special syllabus suited to their needs ;
- (b) use of the tribal language as medium of instruction in the early stages ;
- (c) provision of mid-day meals, free supply of slates, books ; and clothing, etc.
- (d) employment of teachers belonging to these tribes ;
- (e) provision of hostels to encourage tribal children to pursue their education beyond the primary stage and to qualify themselves as teachers etc.

Do you agree with these recommendations? Have you any other suggestions to make?

XIII. SPECIAL PROBLEMS OF MARATHAWADA.

1. At present, the duration of the primary course in Marathawada is five years, i.e., Infants and Standards I to IV. It has been suggested that its duration should be increased to seven years and that the standards should be consecutively numbered from I to VII. Do you agree with this view?

2. It has been suggested that an integrated primary course of seven years should be organised in Marathawada on any one of the following three types:—

- (a) A course of seven years which will not provide any instruction in English ;
- (b) A course of seven years in which provision for the teaching of English would be made on an optional basis in Standards V to VII ; and
- (c) A course of seven years in which English will be taught compulsorily in Standards V to VII.

Which of these three alternative would you prefer and why?

3. What are the significant features of the primary school syllabus in the Marathawada area? Which, in your opinion, should be continued unchanged?

Do you think that any changes in the present syllabus of primary schools are necessary? If so, what are they?

4. The extent of private enterprise in education in Marathawada is comparatively smaller than in the other regions of the State.

What methods would you suggest to stimulate it and to harness it to the cause of primary education?

5. Marathawada has a very large number of school-less villages and about 25 per cent. of its population is still unserved by schools. What programme would you propose to remedy this deficiency?

6. It is noticed that even the existing provision of school facilities is not fully utilised in Marathawada. The ratio of pupils to teachers is 29:1 whereas it is about 43:1 in the old Bombay State area. There are several schools where the number of teachers is far in excess of enrolment. It is, therefore, suggested that intensive efforts should be made to raise the ratio of pupils to teachers and/or to utilize the surplus teachers to start schools in school-less villages. Would you recommend the adoption of such a programme of rationalisation?

7. The existing facilities for training primary teachers in Marathawada are very inadequate. (The present output of trained teachers is about 200 per annum as against about 6,000 untrained teachers in service and about 6,000 new teachers required for expansion). What programme do you suggest to improve the situation?

8. The minimum qualification for primary teachers in Marathawada is Matriculation. It is felt that this high standard adversely affects the recruitment of women teachers, teachers from backward classes or teachers from rural areas. It is, therefore, suggested that this qualification should be lowered to middle passed and that matriculates, when available should be given preference. Do you agree with this view?

9. Since 1953, no separate primary schools for girls are being opened, with a desire to encourage co-education. It has been urged that those orders have led to a slowing down in the progress of girls' education, and that it is still necessary to open separate schools for girls. Do you agree with this view?

10. The enrolment of girls in primary schools is very meagre at present (less than 1 per cent. of the total population as against 2.5 in the old Bombay State). What, in your opinion, are the causes of this small enrolment and what measures would you suggest to improve the situation?

11. The number of women teachers in Marathawada is comparatively smaller than in other areas. What measures would you recommend to increase the number of women primary teachers?

12. What changes do you recommend in the text-books now sanctioned in the primary schools of Marathawada?

13. What is the present method of distributing salaries of primary teachers? Does it have any inconveniences and what measures would you suggest to remove them?

14. What changes, if any, do you recommend in the present system of grant-in-aid to (a) Pre-Primary and (b) Primary schools?

15. The local bodies (District Local Boards, City Municipalities and Town Committees, Village Panchayats, etc.) in Marathawada area are not associated with the administration of primary education. Do you think that their associations with the administration of primary education would be beneficial? Please outline your proposals for bringing about such association.

16. At present, Local Fund Cess is levied at two annas in a rupee in Marathawada. In the Bombay State, this is levied at three annas in the rupee and the maximum rate permissible under the Act is four annas in the rupee.

Would you recommend that the Local Fund Cess in Marathawada should be raised to three annas in the near future and ultimately even to annas four?

17. At present, the municipalities in the Marathawada area do not make any contribution towards the expenditure on primary education in their areas.

Would you recommend that these municipalities should immediately be required to make some contribution towards the expenditure on primary education in their areas and that this contribution should ultimately be raised to the Bombay level in a few years?

18. In Marathawada, there is no public examination conducted on a regional basis at the end of Standards VI and VII. It has been suggested that in the absence of such an examination which will be equivalent to the P. S. C. Examination of the old Bombay State, the students from the Marathawada area find it difficult to secure admission to the primary teachers training colleges in old Bombay Area. Would you recommend the organisation of such an examination for the region?

If you do, suggest the standard at the end of which it should be held and the machinery which should be set up for conducting the examination?

19. Are there any special problems of Primary Education in Marathawada which are not covered by any of the foregoing questions? If so, please indicate them briefly along with your suggestions for solving them?

XIV. SPECIAL PROBLEMS OF SAURASHTRA.

1. It has been suggested that some measure of internal autonomy should be given to each new region included in the new Bombay State in educational matters with the object of evolving and enlisting popular enthusiasm and support for the spread and improvement of education. It has also been suggested that there should be a Divisional Council of Education for Saurashtra with specified powers and duties.

Do you agree with this view?

If you do, what suggestions can you make regarding the composition and powers and function of this Council?

2. What are the difficulties experienced in the working of the Saurashtra Primary Education Act, 1956? What suggestions can you make to overcome them?

3. Owing to the vigorous measures adopted by the former Government of Saurashtra, the Village panchayats in this region are both numerous and comparatively well established.

What functions in respect of primary education are these panchayats discharging at present and with what measure of success?

What functions in the administration of primary education would you entrust to village panchayats in Saurashtra? Why?

4. What contribution, if any, do you expect the panchayats to make to primary education?

What grant-in-aid should be given to panchayats on account of primary education?

5. The pupil-teacher ratio in Saurashtra is very low—it works at about 29 pupils on rolls for one teacher. It has been suggested that it should be raised to a minimum of 1 to 40.

What are your comments on this proposal?

What practical measures would you recommend to carry out this suggestion?

6. It has been suggested that universal compulsory education for the age-group 7-11 should be introduced in India as a whole by 1965-66. If this principle is applied to Saurashtra, the enrolment in primary schools will have to rise from 3.6 lakhs in 1956-57 to about 7.5 lakhs in 1965-66. This will mean an increase in enrolment of about 50,000 pupils per annum.

What measures should be taken to achieve this target?

7. It has been suggested that the Local Fund Cess should be raised to four annas in a rupee (i.e., 4 annas in 20 annas) and that the proceeds of the additional one anna should be earmarked for buildings and equipment. Do you agree with this view?

If you do please suggest the administrative machinery and programmes you would suggest for the purpose.

8. Should primary education be made the obligatory responsibility of Municipalities in Saurashtra?

Would this need any amendment of existing legislation?

9 (a) What should be the basis on which a Municipality should be classified as authorised municipality? (A major municipality which is given authority to administer primary education is called an 'authorised' municipality).

Population?

Expenditure on Primary Education?

Total Income (excluding Grants)?

(b) Which Municipalities in Saurashtra should be classified as Authorised Municipalities?

(c) What should be the powers of authorised municipalities over primary education?

10. (a) On what basis should the contribution of non-authorised Municipalities be fixed?

(i) Total expenditure on Primary Education.

(ii) Total income from all sources.

(iii) House Tax.

(b) What should be the powers of non-authorised municipalities over primary education?

11. What responsibilities for pre-primary education should the municipalities assume?

12. The *Shalant* examination is now held at the end of the VIII Standard. In most of the primary schools, there are only seven standards. This leaves a vacuum of one year for most students who want to appear for the *Shalant* examination. It has, therefore, been suggested that the *Shalant* examination should be held at the end of Standard VII. Do you agree with this view? If not, why?

13. What type of an administrative machinery do you suggest for the conduct of the *Shalant* examination in future?

14. Are there any special features of the syllabus for primary schools in Saurashtra (basic as well as non-basic schools) which you desire to continue? If so, what are they?

15. Are there any text-books used in the Saurashtra schools to-day or in the past which, in your opinion, deserve special commendation for use in future? If so, what are they?

16. What is your evaluation of the working of basic schools in Saurashtra? What concrete proposals would you make for their improvement?

17. What is your evaluation of the adequacy and competence of the inspecting staff in Saurashtra? What suggestions would make to improve the existing situation?

18. Do you think that the present practice of holding a test (Kasoti) for selecting teachers for deputation to training colleges is satisfactory? If not, what alternative method would you recommend?

19. Do you think that the provision of training facilities for primary teachers provided in Saurashtra at present are adequate? if not, what concrete proposals would you make for expending them?

20. In Old Bombay State area, teachers in service are not given duty pay and allowances when deputed for training. They get only stipends or loans. As a measure of economy and uniformity, it has been suggested that this practice should be extended to Saurashtra.

What programme do you suggest, for this extension so that no undue hardship is caused?

21. At present there is no provision in Saurashtra for a training institution which provides a senior training course (i.e. S.S.C. plus 2 years' training). What proposals do you make for the provision of this facility?

22. In the Saurashtra Grant-in-aid Code the rate of grant is generally the same for all types of institutions. It has been suggested that the rate of grant should vary with the type of institution, because the conditions regarding fees, salaries of staff, levels of expenditure, programme of work etc. differ considerably from type to type. Do you agree with this view? If you agree, what rates of grant do you suggest for (a) Pre-Primary Schools, (b) Primary Schools and (c) Training Colleges?

23. What is your evaluation of the working of Lokshalas in Saurashtra?

What measures should, in your opinion, be adopted to continue and develop the experiment?

24. It has been suggested that the Junior Lokashalas should be regarded as Senior Basic Schools having Agriculture as the basic craft and residential facilities. Similarly, it has also been suggested that the Senior Lokashalas should be regarded as Post Basic Schools. Do you agree with this view?

25. There are some institutions in Saurashtra like the Lokbharati whose certificates have been recognised as equivalent to certain public examinations by the former Saurashtra Government. To what extent and in what manner should such recognition be continued in future?

26. In the Grant-in-aid Code of Saurashtra there is a provision for grant of recognition to certain special institutions which, in consequence, enjoy certain special privileges (Rule 66-A). Which institutions were recognised under this rule and what special privileges were given to them?

Do you suggest that a similar rule should be provided for in the Grant-in-aid Code of the new Bombay State with or without modifications?

If for any reason, it is not possible to do so, what recommendations would you make with regard to the recognition and privileges already granted?

27. What are the special problems of the education of women and backward classes in Saurashtra?

28. Are there any other special features of the educational set-up in Saurashtra which, in your opinion, deserve special consideration.

APPENDIX IV.

List of persons who replied to the Questionnaire issued by the Integration Committee for Primary Education.

Greater Bombay.

- (1) Smt. Anandkar Piroj.
- (2) Smt. Bhansali Kamalini.
- (3) Shri Desai J. D.
- (4) Shri Desnaye S. S.
- (5) Director, Technical Education, Bombay.
- (6) Shri Gaonkar H. D.
- (7) Smt. Godrej Jai.
- (8) Smt. Kapila Khandvalla.
- (9) Shri Kshirsagar M. J.
- (10) Shri Kulkarni V. G.
- (11) Smt. Masani Dolly P. F.
- (12) Shri Merchant K. T.
- (13) Shri Mirajkar S. S.
- (14) Smt. Modak Tarabai.
- (15) Smt. Nagarwalla P.
- (16) Shri Namle S. N.
- (17) Principal, Alexandra Girls' English Institute, Bombay.
- (18) Shri Rege S. D.
- (19) Shri Sane B. P.
- (20) Shri Sawant T. T.
- (21) Secretary, St. Xavier's Institute of Education, Bombay.
- (22) Shri Shah Jateendra.
- (23) Shri Shah M. P.
- (24) Shri Shinde M. G.
- (25) Shri Vaidya M. P.
- (26) Shri Vyas M. T.

Ahmednagar.

- (1) Administrative Officer, District School Board, Ahmednagar.
- (2) Shri Chavan R. M.
- (3) Shri Kakatkar R. S.
- (4) Shri Karkamkar N. G.
- (5) Shri Magdum V. P.
- (6) Shri Mohile K. C.
- (7) Shri Modashi G. R.
- (8) Shri Patil S. S.
- (9) Shri Patil S. Y.
- (10) Shri Phalke P. Y.
- (11) Principal, Government Basic Training College for men, Sangamner.
- (12) Shri Sonar V. G.
- (13) Shri Vikhe V. E.

Dangs.

- (1) Educational Inspector, Dangs.

East Khandesh.

- (1) Administrative Officer, Municipal School Board, Amalner.
- (2) Administrator, Yawal Municipality.
- (3) Shri Agarwal S. D.
- (4) Shri Bholke G. H.
- (5) Shri Chaudhari V. I.
- (6) Shri Chhapekar L. N.
- (7) Chief Officer, Parole Municipality.
- (8) Deputy Educational Inspector, East Khandesh.
- (9) Shri Desai K. W.
- (10) Shri Ghanekar Murlidharrao.
- (11) Smt. Hartalkar Manorama.
- (12) Shri Kulkarni D. S.
- (13) Shri Kulkarni R. Y.
- (14) Shri Parihar Y. S.
- (15) Shri Patil V. H.
- (16) Shri Prabhune V. Y.
- (17) President, Chalisgaon Municipality.
- (18) President, Faizpur Municipality.
- (19) President, Pachora Municipality.
- (20) Shri Sharma Brahmadata.

Kolhapur.

- (1) Shri Bhat S. R.
- (2) Shri Chaugule B. A.
- (3) Shri Gokhale K.
- (4) Shri Modi S. S.
- (5) Shri Nanavati J. J.
- (6) Shri Panse P. B.
- (7) President, Kagal Municipality.
- (8) President, Kurundwad Municipality.
- (9) President, Panhala Municipality.
- (10) Principal, S.M.T.T. College, Kolhapur.
- (11) Shri Shirolkar B. B.
- (12) Shri Tawde, S. R.

Kolaba.

- (1) Shri Bhagat J. N.
- (2) Shri Patil N. N.
- (3) President, Alibag Municipality.
- (4) President, Panwel Municipality.
- (5) President, Shriwardhan Municipality.
- (6) Shri Thigale S. M.

Nasik.

- (1) Administrator, Bhagur Municipality.
- (2) Shri Agrawal S. K.
- (3) Shri Barshe S. T.
- (4) Shri Bhore S. G.
- (5) Shri Desai S. B.
- (6) Shri Gadgil V. R.
- (7) Shri Gaikwad Y. C.
- (8) Shri Jadhav D. G.
- (9) Shri Khan M.A.M.
- (10) Shri Mirajkar R. A.
- (11) Shri Mulay Y. V.
- (12) Shri Patil, B. L.
- (13) Shri Shimpi H. Z.
- (14) Smt. Shinde Hira.
- (15) Shri Wagh D. G.

Poona.

- (1) Shri Agarwal M. M.
- (2) Shri Atitkar V. V.
- (3) Shri Bafna M. R.
- (4) Shri Bhagwat S. R.
- (5) Shri Chikermane D. V.
- (6) Shri Ghatpande S. K.
- (7) Shri Gill N. S.
- (8) Shri Girmé J. H.
- (9) Inspector of Girls' Schools, Poona.
- (10) Shri Kale G. P.
- (11) Shri Karve B. D.
- (12) Dr. Karve, D. D.
- (13) Shri Kinkar N. V.
- (14) Lady Superintendent Seva Sadan Training College for Women, Poona.
- (15) Shri Palkar K. R.
- (16) Shri Panse D. S.
- (17) Shri Patke S. S.
- (18) President, Indapur Municipality.
- (19) Principal, Government Urdu Training College for Men, Poona.
- (20) Shri Rairikar B. R.
- (21) Shri Sane P. V.
- (22) Shri Shaikh A. B.
- (23) Shri Sohoni G. P.
- (24) Shri Sonawane S. G.
- (25) Shri Waphna M. R.

Ratnagiri.

- (1) Shri Abhyankar G. D.
- (2) Shri Acharekar D. V.
- (3) Shri Acharekar G. S.

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- (4) Shri Agashe D. C.
- (5) Shri Agashe D. P.
- (6) Shri Apte G. V.
- (7) Shrimati Apte S. G.
- (8) Shri Athalye S. B.
- (9) Shri Athalye S. K.
- (10) Shri Athawale G. G.
- (11) Shri Bade B. G.
- (12) Shri Bapat N. D.
- (13) Shri Bartakke N. S.
- (14) Shri Barve G. P.
- (15) Shri Barve V. D.
- (16) Shri Basankar G. S.
- (17) Shri Basankar S. S.
- (18) Shri Berde P. P.
- (19) Shri Bhajekar G. D.
- (20) Shri Bhandarkar M. M.
- (21) Shri Bhatkar N. D.
- (22) Shri Bhatwadekar V. V.
- (23) Shri Bhavé R. Y.
- (24) Smt. Bhavé S. B.
- (25) Shri Bhide S. G.
- (26) Shri Bhide S. M.
- (27) Shri Bodas A. R.
- (28) Shri Bordavekar M. V.
- (29) Shri Chakradeo D. N.
- (30) Shri Chavan K. D.
- (31) Shri Choubal T. D.
- (32) Shri Damale D. M.
- (33) Shri Damale G. V.
- (34) Shri Damale J. K.
- (35) Shri Damale M. V.
- (36) Shri Damale R. V.
- (37) Shri Damale S. D.
- (38) Shri Dandekar G. Y.
- (39) Shri Dandekar M. V.
- (40) Shri Datar S. V.
- (41) Shrimati Date Sushila.
- (42) Shri Dewasthali R. G.
- (43) Shri Dewasthali Y. D.
- (44) Shri Dhapre V. V.
- (45) Shri Dingankar M. A.
- (46) Shri Dixit S. V.
- (47) Shri Fernandis K. B.
- (48) Smt. Gandhi Anandibai.
- (49) Shri Gandhi R. N.
- (50) Shri Gandhi S. S.
- (51) Shri Gandhi V. P.
- (52) Shri Gangan D. S.
- (53) Shri Ghadi B. S.
- (54) Shri Ghanekar K. G.
- (55) Shri Ghanekar R. K.
- (56) Shri Ghode S. S.
- (57) Shri Gogate L. V.
- (58) Shri Gore M. G.
- (59) Shri Gowekar B. R.
- (60) Shri Gunjan S. R.

- (61) Shri Gurav D. G.
 (62) Shri Hadkar G. A.
 (63) Shri Hajare G. B.
 (64) Shri Harne V. P.
 (65) Shri Helekar V. R.
 (66) Shri Hule R. M.
 (67) Shri Hunnare A. V.
 (68) Smt. Hunnare I. A.
 (69) Shri Jadyal D. B.
 (70) Shri Jangam K. D.
 (71) Shri Jangam S. S.
 (72) Shri Jogalekar D. G.
 (73) Shri Jogalekar R. S.
 (74) Shri Jogalekar S. B.
 (75) Shri Joshi A. S.
 (76) Shri Joshi D. K.
 (77) Shri Joshi D. V.
 (78) Shri Joshi G. K.
 (79) Shri Joshi G. V.
 (80) Shri Joshi J. V.
 (81) Shri Joshi K. J.
 (82) Shri Joshi K. V.
 (83) Shri Joshi L. V.
 (84) Shri Joshi L. W.
 (85) Shrimati Joshi Maltibai.
 (86) Shrimati Joshi Namubai.
 (87) Shri Joshi N. S.
 (88) Shri Joshi S. G.
 (89) Shri Joshi V. D.
 (90) Shri Joshi V. N.
 (91) Shri Joshi V. V.
 (92) Shri Kadam K. T.
 (93) Shri Kadulkar B. M.
 (94) Shri Kadulkar R. Y.
 (95) Shri Kadulkar S. Y.
 (96) Shri Kale A. N.
 (97) Shri Kale D. K.
 (98) Shri Kale D. K.
 (99) Shri Kale N. A.
 (100) Shri Kale N. R.
 (101) Shri Kale S. G.
 (102) Shri Kamat J. V.
 (103) Shri Kamat V. M.
 (104) Shri Kambale M. D.
 (105) Shri Kambali S. V.
 (106) Shri Kanade B. V.
 (107) Shri Kandalgaonkar B. B.
 (108) Shri Kane B. P.
 (109) Shri Kane S. M.
 (110) Shri Karnik M. V.
 (111) Smt. Kelkar Dwarakabal.
 (112) Shri Kelkar V. M.
 (113) Shri Keluskar N. V.
 (114) Shri Khadilkar D. N.
 (115) Shri Khadpe G. V.
 (116) Shri Khandekar B. S.
 (117) Shri Kher S. S.
 (118) Shri Kher V. G.
 (119) Shri Kolate T. K.
 (120) Shri Kotwade V. M.
 (121) Shri Kotwadekar M. B.
 (122) Shri Kulkarni R. B.
 (123) Shri Kulkarni V. A.
 (124) Shri Lawalekar A. P.
 (125) Shri Limaye V. J.
 (126) Shri Manjrekar N. B.
 (127) Shri Malgundkar G. D.
 (128) Shri Malshe G. G.
 (129) Shri Mane K. R.
 (130) Shri Mane Y. B.
 (131) Shri Manohar R. D.
 (132) Shri Marathe C. G.
 (133) Shri Mawlankar B. R.
 (134) Shri Mayekar S. B.
 (135) Shri Mayekar Y. M.
 (136) Smt. Mehta Kamalabai.
 (137) Shri Mirgal S. B.
 (138) Shri Mulye J. B.
 (139) Shri Mulye K. B.
 (140) Shri Mulye N. L.
 (141) Shri Musale V. G.
 (142) Smt. Indira D.
 (143) Shri Naiknaware R. N.
 (144) Smt. Naiksatam P. T.
 (145) Shri Naiksatam S. S.
 (146) Smt. Namjoshi Laxmibai
 (147) Shri Nene G. G.
 (148) Shri Nene N. G.
 (149) Shri Nigare B. J.
 (150) Smt. Oka Sulabha M.
 (151) Shri Oswal K. S.
 (152) Shri Padalkar L. D.
 (153) Shri Padalkar V. J.
 (154) Shri Paranjape G. B.
 (155) Shrimati Paranjape S.
 (156) Shri Parulekar C. K.
 (157) Shri Parulekar K. L.
 (158) Shri Patankar V. H.
 (159) Shri Patil B. S.
 (160) Shri Patil D. G.
 (161) Shri Patil D. S.
 (162) Shri Patil S. T.
 (163) Shri Patil V. P.
 (164) Shri Patkar B. S.
 (165) Shri Patne J. S.
 (166) Shri Patwardhan P. G.
 (167) Shri Patwardhan Y. V.
 (168) Shri Pawar D. P.
 (169) Shri Peje S. L.
 (170) Shri Pendse A. D.
 (171) Shri Pendse M. D.
 (172) Shri Pendse R. S.

- (173) Shri Pendse S. S.
 (174) Shrimati Pendse S. D.
 (175) Shri Pethe S. M.
 (176) Shri Phadke P. N.
 (177) Shri Pothande P. R.
 (178) Shri Prabhumirashi V. S.
 (179) Shri Prasade B. L.
 (180) President, Chiplun Municipality.
 (181) President, Chiplun Taluka Shikshak Sangh.
 (182) Shri Purohit G. N.
 (183) Shrimati Purohit Nalini G.
 (184) Shri Quraishi A. A.
 (185) Shri Rajwade A. V.
 (186) Shri Rajwade V. V.
 (187) Shri Ranade K. P.
 (188) Shri Ranade V. H.
 (189) Shri Rane D. R.
 (190) Shri Rane L. S.
 (191) Shri Rane M. G.
 (191) Shri Rane S. N.
 (193) Shri Rane V. M.
 (194) Shri Rasal L. B.
 (195) Shri Ratnaparkhi D. T.
 (196) Shri Sahasrabudhe G. M.
 (197) Shri Sahasrabudhe V. N.
 (198) Shri Salvi V. S.
 (199) Shri Samant D. S.
 (200) Shri Samsare R. S.
 (201) Shri Sansare D. G.
 (202) Shri Sarang N. G.
 (203) Shri Sathe G. V.
 (204) Shri Sawant B. T.
 (205) Shri Sawant B. U.
 (206) Shri Sawant G. B.
 (207) Shri Sawant G. B.
 (208) Shri Sawant M. J.
 (209) Shri Sawant R. A.
 (210) Shri Sawant V. K.
 (211) Shri Shendye V. G.
 (212) Shri Shirodkar B. B.
 (213) Shri Shirodkar B. D.
 (214) Shri Shirodkar G. G.
 (215) Shri Soman D. L.
 (216) Shri Surve R. M.
 (217) Shrimati Sushila R.
 (218) Shri Sutar M. K.
 (219) Shri Tadulkar M. V.
 (220) Shri Tambitkar S. G.
 (221) Shri Tapkire T. D.
 (222) Shri Tayshetye B. R.
 (223) Shri Telj S. B.
 (224) Shri Thakurdesai D. V.
 (225) Shri Ubale D. K.
 (226) Shri Vanju G. B.
 (227) Shri Vanju T. G.
 (228) Shri Velhal D. L.
 (229) Vice-President, Ratnagiri Municipality.
 (230) Shri Wadkar K. H.
 (231) Smt. Walavalkar Ahilya L.
 (232) Shri Walke N. H.
 (233) Shri Wayangankar S. K.
 (234) Shri Zambre A. T.
- Satara North.*
- (1) Shri Dhavale S. R.
 (2) Shri Jadhav N. H.
 (3) Shri Mahavakar K. N.
 (4) Shri Paranjpe V. G.
 (5) Shri Patil B. R.
 (6) Shri Patil P. D.
 (7) President, Mahabaleshwar Municipality.
 (8) President, Phaltan Municipality.
 (9) Shri Wani B. N.
- Satara South.*
- (1) Smt. Abhyankar M.
 (2) Administrative Officer, District School Board, South Satara.
 (3) Head Master, Marathi School No. 3, Sangli.
 (4) Shri Kothiwale G. T.
 (5) Shri Mahadik K. N.
 (6) Shri Mane R. L.
- Sholapur.*
- (1) Administrative Officer, District School Board, Sholapur.
 (2) Smt. Birajdar Kamal S.
 (3) Shri Birajdar S. S.
 (4) Shri Chavan G. N.
 (5) Shri Damle D. M.
 (6) Deputy Educational Inspector, Sholapur.
 (7) Shri Dhongade D. R.
 (8) Shri Haranyalkar S. S.
 (9) Shri Kakde N. M.
 (10) Shri Kulkarni Z. Y.
 (11) Shri Tannu J. B.

Thana.

- (1) Smt. Apte Prabhavati.
- (2) Shri Bhate C. V.
- (3) Shri Godse A. K.
- (4) Shri Gokhale G. D.
- (5) Shri Jadhav N. L.
- (6) Shri Joshi S. G.
- (7) Shri Kelkar N. T.
- (8) Shri Khopkar P. B.
- (9) Shri Kore P. N.
- (10) Shri Kulkarni R. M.
- (11) Shri Lagu C. P.
- (12) Shri Mukhe T. B.
- (13) Shri Padalkar A. D.
- (14) Shri Pathak A. M.
- (15) Shri Patil V. P.
- (16) Shri Patki M. S.
- (17) President, Umargam Taluka Teacher's Sangh.
- (18) Shri Shelke, L. D.
- (19) Shri Tendulkar S. H.
- (20) Shri Trivedi Y. V.

West Khandesh.

- (1) Shri Chaudhari L. B.
- (2) Shri Chavan B. D.
- (3) Shri Ghaskadbi Y. K.
- (4) Shri Ghogrey P. R.
- (5) Shri Gore B. C.
- (6) Principal, Primary Training College for Men, Dhulia.
- (7) Shri Sohoni S. K.

Ahmedabad.

- (1) Shri Ananda C. R.
- (2) Shri Anada R. P.
- (3) Collector, Ahmedabad.
- (4) Shri Dalal C. A.
- (5) Shri Desai J. R.
- (6) Shri Desai M. P.
- (7) Rev. Gomes F. C.
- (8) Shri Kapadia R. H.
- (9) Shri Maiti H. P.
- (10) Shri Mangaldas L. M.
- (11) Shri Parikh P. P.
- (12) Shri Patel, A. S.
- (13) Smt. Patel Maniben.
- (14) President, Samasta Gujarat Prathamik Shikshak Sangh.
- (15) Principal, P. R. T. C. M., Ahmedabad.
- (16) Smt. Sarola Puniben.
- (17) Secretary Bal Mandir Sanchalak Sangh, Ahmedabad.

- (18) Shri Shah B. P.
- (19) Shri Shah H. N.
- (20) Shri Shah P. J.
- (21) Shri Sheth I. R.
- (22) Shri Shukla K. L.
- (23) Shri Thakore T. S.
- (24) Shri Tripathi S. D.

Amreli.

- (1) Shri Mehta J. N.
- (2) Shri Patel G. B.
- (3) Shri Patel M. P.
- (4) The President, Amreli Municipality.
- (5) Shri Purohit Gunvantray.
- (6) Shri Raval L. A.

Banaskantha.

- (1) Shri Desai H. M.
- (2) Shrimati Gupte T. R.
- (3) Shri Purohit S. B.
- (4) Shri Shah S. M.
- (5) Shri Trivedi Kantibhai.

Baroda.

- (1) Shri Bhatta G. P.
- (2) Shri Desai Y. R.
- (3) Shri Ekbote V. K.
- (4) Shri Majumudar V. V.
- (5) Smt. Pajwani Prabhawati.
- (6) Smt. Patel J. M.
- (7) President, Sinor Municipality.
- (8) President, Sankheda Municipality.
- (9) Shri Puskalkar B. V.
- (10) Shri Shah J. A.
- (11) Shri Yajnik K. S.

Broach.

- (1) Shri Abhyankar W. P.
- (2) Administrative Officer, District School Board, Broach.
- (3) Shri Joshi K. Y.
- (4) Shri Kazi K. A.
- (5) Shri Mahida R. G.
- (6) Shri Mansuri I. E.
- (7) Shri Mehta R. V.
- (8) Shri Pandya P. N.
- (9) Shri Panwala T. F.
- (10) Shri Patel B. D.
- (11) Shri Patel J. P.
- (12) Shri Patel S. A.
- (13) Shri Thakar B. G.
- (14) Shri Vasavada I. U.

Kaira.

- (1) Shri Danawala J. G.
- (2) Deputy Educational Inspector, Kaira District.
- (3) Shri Desai C. M.
- (4) Educational Inspector, Kaira.
- (5) Shri Oza N. P.
- (6) Shri Parikh M. M.
- (7) Shri Pandya R. H.
- (8) Shri Patel Devadatta.
- (9) Shri Patel J. H.
- (10) Shri Patel R. N.
- (11) Shri Patel S. G.
- (12) Shri Patel S. K.
- (13) President, Sojitra Municipality.
- (14) Shri Shah K. D.
- (15) Shri Shah, M. H.

Mehsana.

- (1) Shri Chavan A. D.
- (2) Shri Pandya J. N.
- (3) Shri Patel C. P.
- (4) Shri Patva C. S.
- (5) President, Kadi Municipality.
- (6) President, Patan Municipality.
- (7) Secretary, Sarvajanic Bal Mandir, Mehsana.

Panch Mahals.

- (1) Administrative Officer, District School Board, Panchmahals.
- (2) Shri Athavale P. S.
- (3) Shri Challawala K. E.
- (4) Shri Dave N. P.
- (5) Shri Dharaj C. P.
- (6) Educational Inspector, Panch Mahals.
- (7) Shri Gohil P. B.
- (8) Shri Joshi C. D.
- (9) Shri Mehta M. H.
- (10) Principal, Government Basic Training College, Devgad Baria.
- (11) Smt. Satha R.
- (12) Shri Shah J. G.
- (13) Shri Upadhyaya K. J.

Sabarkantha.

- (1) Collector, Sabarkantha.
- (2) Shri Patel D. J.
- (3) Principal, B.T.C., Kadiadra.
- (4) Shri Raval J. A.
- (5) Shri Shah R. K.
- (6) Shri Soni R. P.

Surat.

- (1) Administrative Officer, District School Board, Surat.
- (2) Shri Bhatt C. P.
- (3) Collector, Surat.
- (4) Shri Dani M. S.
- (5) Shri Dave Jugatram.
- (6) Shri Desai D. M.
- (7) Shri Desai Hukumatray.
- (8) Shri Joshi T. M.
- (9) Shri Kale M. R.
- (10) Shri Mehta K. V.
- (11) Shri Munsiff J. T.
- (12) Shri Patel L. H.
- (13) President, Bilimora Municipality.
- (14) Principal, Sorabji J. J. Training College, Surat.
- (15) Shri Shah C. C.
- (16) Shri Shah R. M.

SAURASHTRA.**Gohilwad.**

- (1) Administrative Officer, District School Board, Gohilwad.
- (2) Administrator, Dhasa Municipality.
- (3) Administrator Notified Area, Dhola Municipality.
- (4) Shri Bhatt C. V.
- (5) Shri Buch N. P.
- (6) Shri Buch S. K.
- (7) Chief Officer, Mahuva Municipality.
- (8) Shri Doshi M. C.
- (9) Shri Kuinani A. K.
- (10) Shri Mehta R. P.
- (11) Shri Modi H. J.
- (12) Shri Oza C. J.
- (13) Shri Pancholi Manubhai.
- (14) Shri Pancholi (Lok Bharati, Sanosara).
- (15) Shri Pandya B. B.
- (16) Shri Pandya D. A.
- (17) President, Bhavnagar Municipality.
- (18) President, Dungar Municipality.
- (19) President, Giriadhar Municipality.
- (20) President, Jafrabad Municipality.
- (21) President, Liliya Municipality.
- (22) President, Mahuva Municipality.
- (23) President, Talaj Municipality.
- (24) President, Umralla Municipality.
- (25) Shri Shah C. N.

Halar.

- (1) Shri Joshi S. M.
- (2) Shri Pajari S. D.
- (3) Shri Pakkane P. C.
- (4) Shri Pandya Dushyant.
- (5) Shri Parmar M. R.
- (6) Shri Patel M. S.
- (7) Pramukh Mantri, Shri Adhyapan Mandir, Aliabada.
- (8) President, Halar District Panchayat.
- (9) President, Jamjodhapur Municipality.
- (10) Principal, D. C. C. Vividhakshi High School, Jamnagar.
- (11) Principal, Teachers' Training College, Jam-Khambala.
- (12) Shri Raval V. S.
- (13) Shri Trivedi S. V.
- (14) Shri Vaidya H. G.
- (15) Shri Valia Kesubhai.

Madhya Saurashtra.

- (1) Shri Badesha L. D.
- (2) Shri Chamadia A. A.
- (3) Shri Chauhan G. H.
- (4) Shri Daya L. R.
- (5) Smt. Gandhi V. V.
- (6) Shri Jani L. G.
- (7) Shri Jhala L. R.
- (8) Shri Joshi V. H.
- (9) Shri Kothari S.
- (10) Shri Mehta S. M.
- (11) Shri Naik P. G.
- (12) Shri Parmar Gokaldas.
- (13) Shri Patel C. B.
- (14) President, Bhayavadar Municipality.
- (15) President, Vinchhia Municipality.
- (16) Shri Raval G. R.
- (17) Shri Raval M. H.
- (18) Shri Shah M. H.
- (19) Smt. Shroff S. C.
- (20) Shri Shukla M. M.
- (21) Shri Shukla U. R.
- (22) Smt. Thakore Gunvantiben
- (23) Shri Vora Lalchand.
- (24) Shri Vyas P. L.
- (25) Shri Shah C. N.

Sorath.

- (1) Shri Awashi B. G.
- (2) Shri Buch V. S.
- (3) Shri Jani D. V.
- (4) Shri Jhala B. D.
- (5) Shri Jhaveri N. B.
- (6) Shri Jobanputra M. M.
- (7) Shri Joshi L. P.
- (8) Shri Mehta Virsut.
- (9) Shri Pandya P. P.
- (10) President, Batwa Municipality.
- (11) President, Bilkha Municipality.
- (12) President, Manavdar Municipality.
- (13) Principal, R. G. T. College, Porbandar.

Zalawad.

- (1) Shri Acharya Pranjeewan.
- (2) Shrimati Desai Aruna.
- (3) District Inspector of Schools, Zalawad.
- (4) Shri Maru J. S.
- (5) Shri Mehta P. K.
- (6) Shri Parekh J. D.
- (7) Shri Patel M. K.
- (8) President, Limbdi Municipality.
- (9) Principal, Primary Teacher's Training College, Zalawad.

KUTCH.

- (1) Shri Sabhani T. G.
- (2) Shri Thacker D. V.

*VIDARBHA.**Akola.*

- (1) Shri Bajad Mukundrao.
- (2) Shri Bopatkar Y. P.
- (3) Shri Chavan G. H.
- (4) Shri Dahihandekar N. L.
- (5) Shri Dani D. C.
- (6) District Inspector of Schools, Akola.
- (7) Smt. Goyanka Radhadevi.
- (8) Shri Hate V. S.
- (9) Shri Hiwale P. Y.
- (10) Shri Khode P. N.
- (11) Shri Kulkarni B. A.
- (12) Shri Mangrulkar K. Y.

- (13) Shri Nijsure P. G.
 (14) President, Municipal Committee, Akot. Com-
 (15) President, Municipal Committee, Telhara. Com-
 (16) Shri Sadhu D. R.
 (17) Shri Sapkal K. L.
 (18) Shri Thakur V. J.

Amravati.

- (1) Shri Ajankar P. J.
 (2) Chairman, Janapad Sabha, Chandur, Railway.
 (3) Collector, Amravati.
 (4) Shri Deshmukh Punjabrao.
 (5) Shri Deshmukh P. S.
 (6) Shri Gokhale S. E.
 (7) Shri Hade V. A.
 (8) Shri Hagone Y. H.
 (9) Shri Jadhav B. G.
 (10) Shri Joshi B. G.
 (11) Shri Kadu M. R.
 (12) Shri Kawithkar B. K.
 (13) Shri Khade L. D.
 (14) Shri Khaparde B. G.
 (15) Shri Khandekar C. V.
 (16) Shri Khandawe L. G.
 (17) Shri Londhe S. R.
 (18) Shri Mawande M. G.
 (19) Shri Muttalib S. M.
 (20) Shri Nagarnaik N. B.
 (21) Shri Nisal N. B.
 (22) Smt. Padhye Tara.
 (23) Shri Patel B. B.
 (24) Shri Patil J. D.
 (25) Shri Pradhan D. B.
 (26) President, Kasturba Buniyadi Vidyalaya, Madhan.
 (27) President, Municipal Committee, Morshi. Com-
 (28) President, Municipal Committee, Shendurjana. Com-
 (29) President, Town Municipal Committee, Amravati.
 (30) Smt. Rajwade V.
 (31) Shri Tarar L. R.
 (32) Shri Tikhe H. M.
 (33) Shri Nathe L. N.
 (34) Shri Multaika R. S.

Bhandara.

- (1) Shri Bopardikar N. R.
 (2) Smt. Buche Sumitra.
 (3) Shri Katekhaye R. S.
 (4) Shri Meshram Bhiwaji.
 (5) Shri Nandanwar C. Z.
Buldhana.
 (1) Area Organiser Tribal Welfare, Chanda.

- (2) Bhatiya G. R.
 (3) Collector, Buldana.
 (4) Shri Deo V. N.
 (5) Shri Desmukh S. Y.
 (6) District Inspector of Schools, Buldana.
 (7) Shri Gohad B. D.
 (8) Shri Gujar V. R.
 (9) Shri Kanitkar R. A.
 (10) Smt. Kotambkar Indirabi.
 (11) Shri Lamdhade M. O.
 (12) Manager, Mission Primary School, Chikhli.
 (13) Manager, Nazarane Mission School, Chikhli.
 (14) Shri Murarka P. S.
 (15) Shri Patil P. G.
 (16) Pramukh, Tilak Rashtriya Vidyalaya, Khamgaon.
 (17) President, Education Standing Committee, Janapada Sabha, Khamgaon.
 (18) President, Municipal Committee, Malkapur.
 (19) Secretary, Municipal Committee, Khamgaon.
 (20) Shri Sheth V. L.
 (21) Shri Soman V. K.
 (22) Shri Wagh R. P.

Chanda.

- (1) Area Organizer, Tribal Welfare, Gadchiroli.
 (2) Collector, Chanda.
 (3) Shri Dable R. N.
 (4) District Inspector of Schools, Chanda.
 (5) Shri Hadas D. Y.
 (6) Shri Mandaokar Bhau.
 (7) Shri Nagmoti R. K.
 (8) Officer in Charge, Municipal Committee, Chanda.
 (9) Shri Oka D. M.
 (10) Shri Patil M. D.
 (11) Shri Sagdeo K. N.
 (12) Shri Tadurwar K. V.
 (13) Smt. Yewaika Shakuntala.

Nagpur.

- (1) Shri Alone L. T.
 (2) Shri Bhalerao D. D.
 (3) Shri Bhimanwar P. N.
 (4) Chief Executive Officer, Janapada Sabha, Ramtek.
 (5) Shri Chinchmalatpure L. B.

- (6) Deputy Chief Executive Officer, Janapada Sabha, Ramtek.
- (7) Shri Deshmukh Aravind.
- (8) Shri Deshpande B. R.
- (9) Shri Duragkar D. V.
- (10) Shri Futane N. V.
- (11) Shri Gadkar P. K.
- (12) Shri Gokhale A. R.
- (13) Shri Gokhale G. S.
- (14) Smt. Gupte P.
- (15) Shri Ingole Vithal.
- (16) Shri Joshi U. S.
- (17) Shri Joshi V. S.
- (18) Shri Kanetkar M. J.
- (19) Shri Khandan V. S.
- (20) Shrimati Khardenavis.
- (21) Shri Kulkarni S. N.
- (22) Shri Kurvey K. B.
- (23) Shri Lekurwale M. J.
- (24) Shri Mohoni D. K.
- (25) Shri Nafdey N. G.
- (26) Shri Nirwade H. G.
- (27) Shri Niyogi M. B.
- (28) Shri Pande M. B.
- (29) Shri Pandharipande S. L.
- (30) Shri Pawar H. D.
- (31) Shri Puranik W. R.
- (32) Shri Sadullakhan.
- (33) Shri Samarth R. P.
- (34) Shri Saraf K. L.
- (35) Shri Sharma D. L.
- (36) Smt. Tambe Ramabai.
- (37) Shri Vyas Bachharaj.
- (38) Shri Waikar D. K.
- (39) Shri Yaqub S. M.

Wardha.

- (1) Chief Executive Officer, Janapada Sabha, Arvi.
- (2) Shri Deollikar S. G.
- (3) Shri Deshpande R. J.
- (4) Shri Dhage M. C. z
- (5) Shri Ghirnikar S. V.
- (6) Shri Mazumdar J. N.
- (7) Smt. Mundada Mira.
- (8) President, Municipal Committee, Arvi.
- (9) President, Municipal Committee, Sindi.
- (10) Shri Saraf R. S.
- (11) Shri Tiwari Shivrampasad.
- (12) Shri Yadav L. L.

Yeotmal.

- (1) Smt. Bhalchandra M.
- (2) Chief Executive Officer, Yeotmal.

- (3) Shri Damle R. D.
- (4) Shri Ekbote B. N.
- (5) Shri Faruqui M. Z.
- (6) Shri Kamble B. B.
- (7) Shri Nadikar S. S.
- (8) Shri Nandurkar N. Z.
- (9) Shri Pandit G. V.
- (10) Shri Patil B. K.
- (11) Shri Patil D. S.
- (12) President, Municipal Committee, Darwha.
- (13) President, Municipal Committee, Pandharkawada.
- (14) President, Municipal Committee, Wani.
- (15) Smt. Sardesai Usha.
- (16) Shri Sarnaik D. S.
- (17) Shri Shah Y. D.

MARATHAWADA.

Aurangabad.

- (1) Shri Deshpande D. K.
- (2) Inspector of Schools, Aurangabad.
- (3) Shri Joshi A. R.
- (4) Sister Marian.
- (5) Shri Palimkar G. R.
- (6) President, Aurangabad City Municipality.
- (7) President, Shri Saraswati Bhavan High School. (Primary Section), Aurangabad.
- (8) Principal, Government Basic Training College, Aurangabad.
- (9) Shri Seolekar U. R.
- (10) Shri Vaishyampayan S. K.

Bhir.

- (1) Shri Babusingh.
- (2) Inspector of Schools, Bhir.
- (3) Smt. Kasrekar Snehalatabai.

Nanded.

- (1) Head Master, Osmanshahi Mills Primary School, Nanded.

Osmanabad.

- (1) Inspector of Schools, Osmanabad.

Parbhani.

- (1) Shri Dhumal R. A.
- (2) Inspector of Schools, Parbhani.
- (3) President, Marathawada Teachers' Union, Taluka Branch, Parbhani.
- (4) Secretary, Shri Shivaji Vidyalaya, Nilanga.

Abstract.

<i>Maharashtra.</i>		<i>Saurashtra.</i>	
(1) Greater Bombay	26	(25) Gohilwad.	25
(2) Ahmednagar	13	(26) Halar	15
(3) Dangs	1	(27) Madhya-Saurashtra	24
(4) East Khandesh	20	(28) Sorath	13
(5) Kolhapur	12	(29) Zalawad	9
(6) Kolaba	66	(30) Kutch	2
(7) Nasik	15		
(8) Poona	25		
(9) Ratnagiri	234		
(10) Satara North	9		
(11) Satara South	6		
(12) Sholapur	11		
(13) Thana	20		
(14) West Khandesh	7		
<i>Gujarat.</i>		<i>Vidarbha.</i>	
(15) Ahmedabad.	24	(31) Akola	18
(16) Amreli	6	(32) Amravati	34
(17) Banaskantha	5	(33) Bhandara	5
(18) Baroda	11	(34) Buldana	22
(19) Broach	14	(35) Chanda	13
(20) Kaira	15	(36) Nagpur	39
(21) Mehsana	7	(37) Wardha	12
(22) Panch Mahals	13	(38) Yeotmal	17
(23) Sabarkantha	6		
(24) Surat	16		
		<i>Marathawada.</i>	
		(39) Aurangabad	10
		(40) Bhir	3
		(41) Nanded	1
		(42) Osmanabad	1
		(43) Parbhani	4
		<hr/>	
		Total	789
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APPENDIX V.

List of persons who gave oral evidence before the Integration Committee for Primary Education.

Aurangabad, 20th and 21st July, 1958.

1. Swami Ramanand Tirth M.P., Aurangabad.
2. Shri S. K. Vaishampayan, Secretary, Marathawada Shikshan Sankalan Samiti, Aurangabad.
3. Shri S. R. Deshpande, Secretary, Marathawada Shaikshnik Sankalan Samittee, Nanded.
4. Shri P. P. Khedgikar, Secretary, Yogeshwari Education Society, Mominabad, District Bhir.
5. Shri H. G. Vaishanaw, Advocate, Sarafa, Aurangabad.
6. Shri N. D. Tilak, Retd. Deputy Director of Public Instruction, Western Circle, Hyderabad State, Aurangabad.
7. Shri G. R. Palimkar, Retd. Principal, B.Ed.; College, Aurangabad;
8. Shri G. N. Thatte, Retd., Principal, Arts and Science, College, Aurangabad.
9. Shri R. P. Manjramkar, Principal, B.Ed., College, Aurangabad.
10. Shri Moharir, President, Basamatnagar Municipality, Basmatnagar, District Parbhani.
11. Shri V. D. Deshpande, M.L.A., Vazirabad; Nanded;
12. Shri Bhimrao Savnekar, President, Pradesh Congress Committee, Aurangabad.
13. Shri Ramgopal Navandar, Pleader, Secretary, Pradesh Congress Committee, Aurangabad.
14. Shri D. K. Deshpande, Pleader, Jalna.
15. Shri Gulabsingh, Aurangabad.
16. Shrimati V. Takalkar, Secretary, Shishu Vihar, Osmanpura, Aurangabad.
17. Shri Wankhede, M. N., Principal Milind Mahavidyalaya, Aurangabad.
18. Shri B. R. Ganjwe, Member, Integration Committee for Secondary Education, Holi, Nanded.
19. Shri V. M. Katneshwarkar, M.L.C., Basmatnagar, District Parbhani.
20. Shri K. M. J. Siddiqui Head Master, Government Multipurpose High School, Jalna.
21. Shri G. K. Karnewar, President, Teachers Union, Taluka Basmatnagar, District Parnbhani.
22. Shrimati S. Kasarekar, President, Mahila Mandal, Bhir.

Poona, 4th to 7th August 1958.

1. Shri S. S. Patke, Superintendent, Mahilashram High School, Hingne, Poona.
2. Shri P. N. Virkar, Superintendent, New English School, Poona,
3. Shri W. M. Dabadghao, Superintendent, Nutan Marathi Vidyalaya High School, Poona.
4. Shri S. C. Walimbe, Editor, "Adhyapak" and Member, Court of Poona University, Ahmednagar.

5. Shri B. B. Hasoorkar, Karyadhyaksha, Prathamik Shikshak Sangh, Hatkanangale, District Kolhapur.
6. Shri D. L. Velhal, President, Prathamik Shikshak Sangh, Devrukh, District Ratnagiri.
7. Shri P. Y. Phalke, Karyadhyaksha, Bombay State Prathamik Shikshak Sangh, Ahmednagar.
8. Shri B. G. Athavale, Editor, "Sevak", Ratnagiri.
9. Shri Y. V. Joshi, President, Uttar Satara Prathamik Shikshak Sangh, Satara.
10. Shri B. D. Patil, President, Dakshin Satara Jilha Prathamik Shikshak Sangh, Bagani.
11. Shri S. P. Todmal, Karyadhyaksha, Ahmednagar Jilha Prathamik Shikshak Sangh, Ahmednagar.
12. Shri B. D. Karve, Secretary, Hingne Stree Shikshan Sanstha, Hingne Budruk, Poona.
13. Shri P. V. Sane, Superintendent, Navin Marathi Shala, Poona.
14. Shri S. K. Ghatpande, President, Approved Private Primary Schools' Association, Poona City and Camp.
15. Dr. D. D. Karve, M.L.C., Poona.
16. Shri J. M. Girme, M.L.C. Poona.
17. Shri B. G. Jagtap, Gargoti, District Kolhapur,
18. Shri S. B. Sukthankar, Rayat Shikshan Santha, Satara.
19. Shri Y. D. Khan, Secretary, Integration Committee for Secondary Education, Poona.
20. Shri D. R. Gadgil, Director, Gokhale Institute of Politics and Economics, Poona,
21. Shri Tulsidas Jadhav, Secretary, Maharashtra Pradesh Congress Committee, Sholapur.
22. Shri S. S. More, Advocate, Bombay.
23. Swami Ramanand Bharati, Vice-Chairman, District Development Board, South Satara, District Sangli.
24. Shri S. R. Tawde, Retd., Educational Inspector, Kolhapur.

Bombay, 8th to 11th August 1958.

1. Shri D. N. Patil, Karyadhyaksha, Prathamik Shikshak Sangh, Shahada, District West Khandesh.
2. Shri G. B. Patil, Karyadhaksha, Prathamik Shikshak Sangli, Mhaswad; Distric East Khandesh.
3. Shri B. P. Deshmukh, Secretary, Jilha Prathamik Shikshak Sangh, Sinnar, District Nasik.
4. Shri R. T. Kapadekar, Karyadhyaksha; Kolaba Jilha Prathamik Shikshak Sangli, Mangaon, District Kolaba.
5. Shri B. B. Padwal, President, Municipal Teachers' Federation, Bombay.
6. Shri R. E. Dube, Secretary, Municipal Teachers' Sangh, Nasik.
7. Shri R. V. Parulekar, Balmohan Vidyamandir, Bombay.
8. Shri N. B. Rangnekar, Local Self-Government Institute, Bombay.
9. Shri M. T. Vyas, Director, New Era High School, Bombay.

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10. Shrimati Tarabai Modak, President, Nutan Bal Shikshak Sangh, Bombay.
11. Shri R. S. Namle, Pricipal, Shishuvihar Bal Adhyapan Mandir, Bombay.
12. Shrimati Hirabai Shinde, Member Secretary, Bombay State Social Advisory Board, Nasik.
13. Shrimati P. Nagarwalla, Principal, J. B. Wachha High School for Girls, Bombay.
14. Shrimati Benjamin, Principal, Alexandra Girls' High School, Bombay.
15. Shri G. D. Mali, M.L.C., Shirpur, District West Khandesh.
16. Shri S. V. Dhamankar, Vice-President, District Development Board, Thana.
17. Shrimati Jai B. Godrej, Chairman, Education Committee, Bombay State Women's Council, Town Hall, Bombay.
18. Shrimati Dolly Masani,
19. Shrimati Feroza Seervai,
20. Shrimati Lalitprabha Walawalkar,
21. Shrimati Deena Ahmadullah,
22. Shrimati Vasant Patel,
23. Kumari Hilla Dadina, Executive Secretary, Bombay State Women's Council, Bombay.
24. Shri Y. K. Ghaskadbi, Retd., Distict Judge, Dhulia, District West Whandesh.
25. Dr. P. R. Ghogrey, President, Shri Vidyaprasarak Samaj, Dhulia, District West Khandesh.
26. Shri R. S. Kakatkar, Pricipal, Sir, D. M. Petit High School, Sangamner, District Ahmednagar.
27. Shri S. R. Tawde, Retd. Educational Inspector, Kolhapur,

Members Education Committee,
Bombay State Women's
Council, Bombay.

Nagpur, 9th, 10th & 11th September 1958.

1. Shri K. T. Mangalmurti, Vice-Chancellor, Nagpur University, Nagpur.
2. Shri N. G. Nafdey, Principal, Government Basic Training College, Kamptee.
3. Dr. L. B. Kajale, Principal, College of Science, Nagpur.
4. Shri A. R. Gokhale, Superintendent, Seva Sadan High School, Nagpur.
5. Shri K. B. Kurve, Manager, Kurve's New Model High School and Secretary, Association of Managements of private secondary Schools, Nagpur.
6. Shri M. W. Palekar, Head Master, Jethabhai, Maneklal High School, Gondia, District Bhandara.
7. Shri P. G. Lakshnikar, Head Master, Samarth High School, Lakhni, District Bhandara.
8. Shri Vamanrao S. Khandan, General Secretary, Madhya Pradesh Prathamik Shikshak Sangh, Vidarbha Vibhag, Nagpur.
9. Dr. D. V. Duragakar, President, Khasgi Shikshak Sangh, Nagpur.
10. Shri Moonis Hussain Honorary Secretary, Anjuman Hami-E-Islam, Nagpur.
11. Shri Raje Pratapsinh Bhonsale, Vice-President, Pradesh Congress Committee, Nagpur.

12. Shrimati Sumitra Buche, Manager, Dnyan Mandir, Bhandara.
13. Shrimati Sunanda Shirpurkar, Warora, District Chanda.
14. Shri S. M. Hadals, Area Organizer, Tribal Welfare, Chanda.
15. Shri D. B. Pandit, Lokanchi Shala, Nagpur.
16. Shri M. R. Chisgar, Superintendent, Educational Zone 1, Nagpur Corporation, Nagpur.
17. Shri N. B. Potdar, Retd. Head Master Shivaji Primary School, Nagpur.
18. Shri B. J. Kathikar, Retd., Chief P. T. I., Nagpur Corporation, Nagpur.
19. Shri Alone, L. T. Secretary, Municipal Teacher's Sangh Nagpur.
20. Shri P. N. Shatpalliwar, Head Master, Nagpur Corporation Primary School, Mangalwari, Nagpur.
21. Shri R. P. Samarth, President, Municipal Primary Teachers, Sangh, Nagpur.
22. Shri V. G. Prakashe, Manager, Prakash Basic Training College, Nagpur.

Wardha, 12th September 1958.

1. Dr. M. M. Shah, Principal, Commerce College, Wardha.
2. Shrimati Miraben Mundara, Balmandir, Maganwadi, Wardha.
3. Shri S. H. Thate, Mahilashram, Wardha.
4. Shri Bansilal Patni, Vice-Chairman, District Development Board, Wardha.
5. Shri N. P. Kavalia, Head Master, Swawalambi Vidyalaya, Wardha.
6. Shri B. B. Singam, Head Master, Government Craddock Multipurpose High School, Wardha.
7. Shri S. V. Ghimikar, Head Master, New English High School, Wardha.
8. Shri S. K. Bhisey, Principal, Government Basic Training College, Wardha.

Yeotmal, 13th September 1958.

1. Shri N. Y. Nandurkar, Pleader, President, District Prathamik Shikshak Sangh Yeotmal.
2. Shri Masaram, Secretary, Adiwasi Shikshan Prasarak Mandal, Yeotmal.
3. Shrimati Mayadevi Bhalchandra, Directress, Montessory Training Institute, Yeotmal.
4. Shri P. K. Erawar, Chairman, Janapada Sabha, Yeotmal.
5. Shri A. R. Mahajan, Pleader, President, Nagar Shikshak Sangh, Yeotmal.
6. Shri S. D. Datey, Principal, Vishudha Vidyalaya, Yeotmal.
7. Dr. G. V. Pandit, Yeotmal.
8. Shrimati Ashadevi Barve, Yeotmal.
9. Shrimati Usha Sardesai, Yeotmal.

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Amravati, 13th and 14th September 1958.

1. Shri D. S. Phadke, Head Master, New High School, Amravati.
2. Shri P. R. Parnerkar, Principal, Ramkrishna High School, Amravati.
3. Shri N. T. Rajderkar, Head Master, Samarth High School, Amravati.
4. Shri Singh, Head Master, Gujarati High School, Amravati.
5. Shrimati Girjabai Watane, Amravati.
6. Shri N. P. Holey, Prabodhan Vidyalaya, Daryapur, District Amravati.
7. Shri S. R. Londhe, Secretary, Shri Shivaji Education Society, Amravati.
8. Shri Sarode, Principal, Shivaji Basic Training College, Amravati.
9. Shri M. C. Bhatt, Secretary, Secondary School Teacher's Federation, Amravati.
10. Shri V. D. Kulkarni, Member Secondary School Teachers' Federation, Amravati.
11. Shri P. H. Deodhar, Member, Secondary Teachers' Federation, Amravati.
12. Shri Abdul Sattar Faruqi, Head Master, Municipal Primary School for Girls, Amravati.
13. Shri Chandure, Secretary, Janapada Primary Teachers' Association, Amravati.
14. Shri M. A. Bambawale, Principal, Post-Graduate Basic Training College, Amravati.
15. Shrimati Nalini Sathe, Principal, Government Diploma Training Institute for Women, Amravati.
16. Shrimati B. Sinha, Principal, Primary Training College, Amravati.
17. Shri Harihar Rao Deshpande, Hanuman Vyayam Prasarak Mandal, Amravati.
18. Shri P. K. Deshmukh, Amravati.
19. Shri B. G. Khaparde, Amravati.
20. Shri B. M. Deshmukh, Amravati.
21. Shri Panjabrao Yawlikar, Amravati.
22. Shri W. B. Joshi, Community Centre Organizer, Amravati.
23. Shri K. V. Atre, Craft Organizer, Vidarbha Region, Nagpur.

Akola, 14th September 1958.

1. Shri S. V. Bapat, Head Master, Government Multipurpose High School, Akola.
2. Shri T. N. Muley, Head Master, New English High School, Akola.
3. K. L. Khamborkar, Head Master, New English High School, Akola.
4. Shri P. S. Patil, Chikhali, District Buldhana.
5. Shri V. K. Soman, Mehkar, District Buldhana ;
6. Shri R. A. Kanitkar, Pleader, Buldhana.
7. Shrimati Venutai Wankhede, President, Municipal Shikshak Sangha, Karanja, District Akola.
8. P. Y. Hivale, Manager, Mission Middle School, Akola

Akola, 13th September 1958—contd.

9. Shri J. M. Meshramkar, Manager, Mission School, Chikhli, District Akola.
10. Shri K. S. Hashami, Manager, Saify Primary School, Khamgaon, District Akola.
11. Shrimati Radhadevi Goenka, Akola.
12. Shri T. S. Saoji, Landlord, Mehkar, District Buldhana.
13. Shri A. S. Athley, Advocate, Akola.
14. Shri Pande Guruji, Tilak Rashtriya Vidyalaya, Khamgaon, District Buldhana.
15. Shrimati Kamal Chandurkar, Rifle Range, Akola.

Surat, 25th September 1958.

1. Shri C. C. Shah, Chairman, Municipal School Board, Surat.
2. Shri B. M. Desai, Principal, Bardoli Audichya Brahmin Sarvajnik High School, Bardoli, District Surat.
3. Shri K. Y. Joshi, Malanpur, District Broach.
4. Shri K. V. Mehta, M.L.A., Kasturba Sevashram, Maroli, Surat.
5. Shrimati Jyotsnaben Shukla, Gopipura, Surat.
6. Shri Lallubhai H. Patel, Katargam, District Surat.
7. Shri Maganbhai Vaidya, Chairman, District School Board, Surat.
8. Shri G. L. Desai, President, Surat District Primary Teachers' Association, Vyra, District Surat.
9. Shri V. D. Naik, Vice-President, Surat District Primary Teachers' Association, Vyara, Surat.
10. Shri C. D. Naik, Secretary, District Primary Teachers' Association, Vyara, Surat.
11. Shri N. R. Ranat, President, Surat Municipal Teachers' Association, Surat.
12. Shri K. A. Babariya, Vice-President, Municipal Teachers' Association, Surat.
13. Shri M. G. Shaikh, Secretary, Municipal Teachers' Association Surat.
14. Shri S. N. Jani, Secretary, Municipal Teachers' Association, Surat.
15. Shri L. N. Desai, Secretary, Municipal Teachers' Association, Surat.
16. Shrimati Kikiben Bhatt, Secretary, Gujarat Kelvani Mandal, Surat.
17. Shri Premshankar Bhatt, President, Surat District Congress Committee, Surat.
18. Shri Ratanbhai Nayak, Vice-President, Surat District Primary Teachers' Association, Surat.
19. Shri C. T. Nayak, Head Master, L. B. School, Kashapur, District Surat.
20. Shri P. K. Bhatt, President, District Congress Committee and Chairman, District Development Board, Surat.

Baroda, 26th September 1958.

1. Shri Manganbhai S. Patel, President, Gujarat Pradesh Congress Committee, Baroda.
2. Shri D. G. Amin, Baroda.

Baroda, 26th September 1958—contd.

3. Shri G. B. Patel, President, District Local Board, Baroda.
4. Shri M. B. Shah, M.L.A., Seva Mandir, Nadiad, District Kaira.
5. Shri Bhailalbai G. Contractor, M.L.A., Baroda.
6. Shri Somabhai K. Patel, Sunav, District Kaira.
7. Shri Devadatta Patel, Mha Gujarat Purva Prathamik Shikshak Sangh, Petlad, District Kaira.
8. Shri V. K. Ekbote, Acharya, Alembic Shishu Kunj, Baroda.
9. Shrimati Prabhavati Pajwani, Sanchalika, Mukul Bharati, Balaniketan, Mandvi, Baroda.
10. Shri I. G. A. Mansuri, Secretary, Broach Mansuri Anjuman, Broach.
11. Shrimati Jayaben Patel, Faculty of Education, M. S. University of Baroda, Baroda.
12. Shri G. P. Bhatt, Principal, University Experimental School, Baroda.
13. Shri N. B. Katpitia, Secretary, New Era Education Trust Opposite Sursagar, Baroda.
14. Shri M. C. Bhatt, Principal, Jayashree Junior Model High School, Dandia Bazar, Baroda.
15. Shri H. A. Mehta, Principal, Jayashree Senior Model High School, Baroda, at Ramji Mandir Pole, Raopura, Baroda.
16. Shri Shivabhai G. Patel, Chairman, District School Board, Kaira.
17. Shri M. P. Oza, Principal, Motibhai Amin Prathamik Shikshak Adhyapan Mandir, Charotar Education Society, Anand, District Kaira.
18. Shrimati Kusumben Patel, Principal, Shri Vithal Kanta Vidyalaya, Nadiad, District Kaira.
19. Father Fanseca, Principal, Rosary High School, Baroda.
20. Shri K. P. Barot, President, Primary School Teachers' Association, Nadiad.
21. Shri C. D. Baraiya, President, Prathamik Shikshak Samaj, Utatsanda, Kaira District.
22. Shrimati Aruna Nadkarni, Secretary, Jeevan Sadhana Trust, Baroda.
23. Shri Jugatram Dave, Vice-President, Gujarat Nai Talim Sangh, Swaraj, Ashram Vedchhi, District Surat.
24. Shri Babalbhai Mehta, Vallabh Vidyalaya, Bochasan, District Kaira.
25. Shri Solomon D. Christian, Manager and Inspector, Salvation Army Schools, Nadiad, District Kaira.
26. Rev. Father A. Martinez, Supervisor, R. C. Mission Schools of Kaira District, Bochasan, District Kaira.
27. Shri Muljibhai Bhakta, Secretary, Shree Fulchand Bapuji Balmandir, Nadiad, District Kaira.

Ahmedabad, 28th, 29th & 30th September 1958.

1. Shri Reva Shankar K. Mehta, President Balmandir, Sanchalak Sangh, Ahmedabad.
2. Shrimati Y. R. Bhatt, Secretary, All India Nutan Bal Shikshan Sangh, Ahmedabad.
3. Shri H. D. Desai, Secretary, Nutan Bal Shikshan Sangh, Ahmedabad.
4. Shri J. M. Raval, Mantri, Balmandir Sanchalak Sangh, Ahmedabad.

5. Shri S. N. Shah, Secretary, Mehsana Sarvajanic Balmandir, Mehsana.
6. Shri Thakorelal S. Thakor, President, Samasta Gujarat Prathamik Shikshak Sangh, Ahmedabad.
7. Shri Gauri Shankar, President, Municipal Teachers' Association, Ahmedabad.
8. Shri A. D. Chauhan, President, District Primary Teachers' Association, Umta, district Mehsana.
9. Shri Navalbhai Shah, Sanchalak, Sarvodaya Kendra, Via Burkhi, Taluka Dholka, District Ahmedabad.
10. Shri M. P. Desai, Vice-Chancellor, Gujarat University, Ahmedabad.
11. Shri Damubhai Shukla, Principal, The Nav Chetan High School, Ahmedabad.
12. Shri Zinabhai R. Desai, C. N. Vidya Vihar, Ahmedabad.
13. Shrimati T. G. Gupte, Head Mistress, Government Girl's School, Palanpur, district Banaskantha.
14. Professor Umashankar Joshi, Gujarati University, Ahmedabad.
15. Shri Nathabhai Desai, Sarva Vidyalaya, High School, Kadi, district Mehsana.
16. (Very Rev.) C. Gomes St. Xavier's College, Ahmedabad.
17. Shrimati Indumati Sheth, Ahmedabad.
18. Shri Gangaram Raval, M. L. A., Vasai-Dabhoi, district Mehsana.
19. Shri Purushottam Solanki, Prantij, district Banaskantha.
20. Shri Utsav Parikh, Ahmedabad.
21. Shri Thakorbhai M. Desai, Ahmedabad.
22. Shri Bharilal Shah.
23. Shri Suman Tripathi, Vice-Chairman, District School Board, Ahmedabad.
24. Shri Muldas B. Vaishya, Majur Mahajan, Ahmedabad.
25. Shri Rikhandas Shah, Kalol, district Mehsana.
26. Shri Chaimanbhai P. Patel, Chairman, Mehsana District School Board, Mehsana.
27. Shri Nanubhai Derasary, Permanent Secretary, Gujarat Pradesh Congress Committee, Ahmedabad.

Bhavnagar, 1st October 1958.

1. Shri Jadavjibhai Modi, Bhavnagar.
2. Shri Manubhai Pancholi, Chairman, District School Board, district Gohilwad, Bhavnagar.
3. Shri Ajitray Oza, M. L. A., Bhavnagar.
4. Shri Gangadas Shah, President, Bhavnagar Municipality, Bhavnagar.
5. Shri Harbhai Trivedi, Principal, Gharshala, Bhavnagar.
6. Shri Pranbhai Acharya, Principal, Gharshala, Wadhwan, district Zalawad.
7. Shri S. K. Buch, Principal, Commercial High School, Bhavnagar.
8. Shri D. P. Joshi, Bhavnagar.
9. Shri K. C. Shah, Bhavnagar.

10. Shri Narendra Badheka, Bhavnagar.
11. Shri Punamchand Shah, Principal, Bl-Adhypan Mandir, Wadhwan, district Zalawad.
12. Shri Balwantraai Mehta, M. P., Bhavnagar.

Sanosara, 2nd October 1958

1. Shri Nanabhai Bhatt, Sanosara.
2. Shri Mulshankar Bhatt, Sanosara.

Veraval, 3rd October 1958.

1. The Vice-Prisident, Veraval Municipality, Veraval.
2. Shri Vikramkishore Buch, Primary Teacher's Association, Junagadh.
3. Shri Akbarbhai Nagori, Chairman, District School Board, District Sorath, Shahpur.
4. Shri Mansukhram Jobanputra, Shardagram, Mangrol.
5. Shri Sirsutbhai Mehta, Mangrol.

Junagadh, 4th October 1958.

1. Shrimati Pushpaben Mehta, M. L. A., Junagadh;

Gangajala Vidyapeeth, Aliabada, 5th October 1958.

1. Shri K. P. Shah, M. L. A., Jamnagar.
2. Shrimati Manjulaben Dave, M. L. A., Rajkot.
3. Shrimati Jayaben Shah, M. P., Rajkot.
4. Shri Maganbhai Joshi, Jamnagar.
6. Shrimati Gunwantiben Thackker, Vice-President, Madhya Saurashtra Teachers' Union, Rajkot.
7. Shri Balubhai Vaidya, Secretary, Ayurveda College, Jamnagar.
8. Shri Ghanshyambhai Oza, Vice-President, Regional Development Board, Rajkot.
9. Shri Champaklal Vora, President, Rajkot Municipality, Rajkot.
10. Shri Keshubhai Valia, Aliabad, district Halar.
11. Shri Jayant Acharya, Head Master, Virani High School, Rajkot.
12. Shri Kalyanray N. Joshi, Dwarka.
13. Shri Babubhai Vaidya, President, Primary Teachers' Association, Madhya Saurashtra, Rajkot.
14. Shri Bhimshin G. Jadeja, Joint Secretary, Madhya Saurashtra Primary Teachers' Union Jamkhambalia, district Halar.
15. Shri Rangildas Varia, Joint Head Master, Virani High School, Rajkot.
16. Shri V. R. Vyas, Member, Executive Committee, Madhya Saurashtra Primary Teachers' Union, Rajkot.
17. Shri Vajulbhai Parmar, General Secretary, Madhya Saurashtra Primary Teachers' Association, Rajkot.

No.

Bhuj, 6th October 1958.

1. Shri Jamiyatrai Vaidya, M. L. A., Bhuj.
2. Shri Prabhulal Dholakia, Bhuj.
3. Shri Gulabbhai Dholakia, Bhuj.
4. Shri Jugatram Raval, President, District Local Board, Bhuj.
5. Shri Sushil Pandya, Principal, G. T. High School, Mandvi.
6. Shrimati Savitrabahen Bhatt, Head Mistress, Indrabai Girls' High School, Bhuj.

Gandhidham, 6th October 1958.

1. Shri Tirath G. Sobhani, Manager, Gandhi Dham Maitri Mandal, Adipur.
2. Shri Motiram Meerchandani, Vice-President, Maitri Mandal, Gandhidham.

APPENDIX VI.

Central Schools— Their contribution to the Development of Rural Life in general and Rural Education in particular.

Extracts from the Report of the Bhise Committee.

47. Of the various types of schools providing upper primary education, the primary schools having higher tops or the first grade primary schools Different aspects of need not be discussed in detail. They will not be able to impart a very high standard of education, but they will serve a useful purpose in retaining pupils in schools even after the upper age limit for compulsion is passed and in providing facilities of upper primary education on a sufficiently broad basis; the case of the Central Schools is, however, entirely different. They will be the pivotal educational institutions in rural areas and their location and development will form the most important aspect of the improvement of rural primary education in particular and rural social life in general.

Like the first grade primary schools, they will teach the upper primary standards; but we consider that they should have three important functions in addition. The first of these is that a central school should serve as a model to the other primary schools in the neighbourhood. If the standard of primary education in rural areas is to be raised; it is necessary that the teachers working in village schools should have before them, within easy distance, a model school conducted on proper lines. Every central school will have to be conducted to serve as such a model. The existence of such central schools will show the other primary schools in the neighbourhood, concrete methods of improving their own schools and will provide a constant inspiration for better and improved methods of teaching. If such central schools are maintained in all parts of the Province, they will eventually result in raising the standard of education in all primary schools. The second function of the central schools is to act as a unit in the administrative system so as to enable Government to decentralise authority and to make the supervision of rural schools less costly and more efficient. The third function of a central schools is to serve as a community centre to its neighbourhood. It is these three aspects of the central schools that will distinguish them from other primary schools and we, therefore, propose to discuss them in detail.

48. With a view to making the central schools model institutions, we make the Central schools as following recommendations :—

Model schools.

(1) The Head Master of the central school should be very carefully selected. He should be an experienced and trained teacher and should have the necessary vision and zeal for his work. It is essential that the appointment of these Head Masters should not be made by mere seniority and that really able persons who have shown their aptitude for the work be selected for the appointment.

(2) The central schools should have a decent building, since building also is an educational tool. Their equipment should be adequate. In particular care should be taken to see that the equipment for the teaching of the craft and physical education is provided in full. There should be a good library for pupils and library for teachers as well. There should be a modest science laboratory and a projector for visual instruction.

(3) The schools should be provided with an adequate playground and, with a plot for purposes of Kitchen-gardening.

(4) Wherever possible and necessary, a hostel should be attached to the central school.

(5) The furniture provided should be *Bania* desks and wooden planks or mattings for sitting.

(6) Special emphasis should be laid on extra-curricular activities.

(7) Every central school should also conduct a class for part-time or continuation education in Standards V–VII for those children who are forced, on economic grounds, to stop their whole-time education after passing Standard IV, but who desire to study further.

In our opinion, the first step in the programme of qualitative improvement of of primary education should be the organisation of such central schools which will also serve as models to other primary schools in the neighbourhood. All available resources should, therefore, be utilised and the programme of establishment of central schools should be accomplished in a period of five years. A special and an adequate grant should be sanctioned for (a) acquiring playgrounds and agricultural plots, (b) construction of buildings and (c) for providing the necessary equipment to these central schools. Immediate surveys of all districts should be carried out and the location of these central schools should be decided upon in the manner indicated in paragraph 51 below. Such surveys can be conveniently carried out by the District School Boards. In this connection our attention has been drawn to the Survey of the Surat District conducted by the Surat District School Board. The details of this survey are given in Appendix H for ready reference. The best teachers available in every district should be appointed as Head Masters of the central schools and should be put through a short training course which will explain to them the ideology behind the central schools and the manner in which they will be called upon to work it out.

49. As pointed out earlier, central schools can also serve a useful purpose as Central schools as a primary unit in the administration and supervision of administrative units. rural schools. Under the present scheme of the organization of primary schools in the rural areas, each school is independent of, and isolated from, every other rural school and two primary schools in the neighbouring villages (or even two primary schools in the same village), have officially nothing in common. Each school exists for itself and all are subordinate to the distant authority of the Administrative Officer. Such a centralized system has obviously several disadvantages. It does not make any attempt to co-ordinate the work of the different primary schools

working in the neighbourhood. It fails to secure professionally corporate life for primary teachers and to break down their isolation. It leads to delays in the disposal of cases sent up by individual schools, even in such small matters of frequent occurrence as the appointment of a substitute for a teacher on leave. It makes supervision infrequent and ineffective, so that there is no adequate scope for improvement of educational standards; and finally, it converts the inspecting officer into a 'police officer' rather than into a 'philosopher, friend and guide', that he ought to be to the teachers. The only way in which this sad position can be improved is to decentralize authority and this can be most conveniently done by adopting central schools as the primary unit in the administration and supervision of rural schools. As an illustration of the above view point, we would like to suggest that the following functions may be conveniently delegated to the central school.

(i) *Distribution of pay.*—At present, the salary of teachers is distributed by the taluka masters through the taluka peons. The taluka peon is expected to disburse the salary of teachers at their respective schools. Occasionally, however, he meets the teachers of neighbouring schools at a convenient place and disburses the salary. Instead of this existing system, a new system can be adopted with the central schools as centres. Every primary school should prepare its pay bills and send them on to the central school under which it is placed. This can be done more conveniently because a central school will be more easily accessible than a taluka school. The Head Master of the Central School will then consolidate all the pay bills and pass them on to the Administrative Officer. This consolidation will take only a short time because the number of primary schools that will be placed under a central school will not be large and the consolidation report can be conveniently sent to the Administrative Officer because the village where the central school is located will almost always have a branch post office at least. The Administrative Officer will then issue separate cheques for the amount of the salary required in each central school in favour of the Head Master of the Taluka School who will cash these cheques and send the amount through the taluka peon to the Head Master of the Central School concerned on a specified day. All the teachers under the jurisdiction of the Central School may gather at the Central School on a specified day and receive their salary. It is obvious that this system of distribution of salaries to rural teachers is far more advantageous than the existing system of distribution through the taluka masters.

(ii) The Central School will be a convenient place and an agency to organize periodical meetings of teachers, to hold conferences, to give demonstration lessons or to organize informal discussions on educational topics. They will thus be powerful means of breaking the intellectual isolation of the rural teacher and will be an efficient centre for broadcasting the latest development in educational theory and practice.

(iii) The Central School will be very efficient and convenient agency for organizing inter-school activities such as sportsmeetings, dramatics, social service projects, recreational programmes and co-operative societies for pupils.

(iv) The central schools should be a very convenient channel of correspondence between the Administrative Officer on the one hand, the individual primary school on the other.

(v) The taluka schools at present are responsible for the distribution of orders, circulars, books, stationary, furniture, equipment, etc., received from the School Board office among the primary schools in the taluka in accordance with the instructions given by the Administrative Officer. This work can be more conveniently done through the central schools because they will be more easily accessible to individual primary schools than the taluka schools.

(vi) If a teacher in charge of a single-teacher school proceeds on leave, he should be required to report immediately to the Head Master in charge of the central school who should make immediate arrangements, by deputing one of his assistants, if necessary, to keep the single-teacher school functioning. We understand that a proposal regarding the appointment of relieving teachers has been made by the Provincial Board

of Primary Education. When it is sanctioned, the relieving teachers should be attached to selected central schools and placed under the control of the Head Masters of such schools.

The above list need not be taken as exhaustive in any sense. It merely indicates the manner in which central schools can be made to function as administrative units for the group of primary schools situated within a convenient distance from them. If this principle is accepted by Government, it should not be difficult to work out a complete list of administrative functions which can be delegated to the central school.

50. The third aspect of the central schools is to serve as a community centre to its Central schools as neighbourhood. At present the average primary school community centres. does not have any significant place in the life of a rural community. This is a very undesirable state of affairs and we would strongly urge the department, with all the emphasis at our command, to take early steps to break up this isolation of the rural school. We believe that a school can never make substantial progress unless it receives co-operation from and the support of the community around, and that no reconstruction of a community is possible unless the school can be made to serve as a centre of its life from day to day. It is, therefore, necessary ultimately to develop every primary school as a community centre; but beginning in this direction can be made with the central schools which should be made to serve as community centres right from the start. With this object in view, they should conduct a social education class for the adults in the neighbourhood; organize games and recreational activities for the adult population, conduct, school surveys, stage school dramatics for the recreation and education of the community and generally undertake such other social service activities as would enable them to establish a multiple and close contact with the neighbourhood. Once the central schools take the lead in this essential experiment it would be easy for the other primary schools to follow its example as far as possible and, within a few years, every school will become a community centre for its neighbourhood.

51. If central schools are to serve as models to other primary schools in the Location of Central neighbourhood and, in addition, to function as administrative units, and community centres, the question of their proper location in rural areas assumes fundamental importance. It is, therefore, necessary to group the contiguous villages in some suitable manner and to locate the central school at a centrally situated place in this group. From this point of view, it would be very convenient to take advantage of weekly bazaars in so far as Maharashtra and Karnatak are concerned. The institution of the weekly bazaars is of hoary antiquity and has, on account of its innate vitality, survived the political and other vicissitudes in the country. As the people of the central bazaar village and the neighbouring villages have been meeting together once a week for a bazaar for years together, several socio-economic bounds have been created in the life of these villages, and one may almost regard the entire group of villages as a compact region. The central village in which the weekly bazaar is held provides excellent opportunities for work in the neighbouring villages, either as a propaganda centre or as an administrative unit. The bazaar villages generally have at least a branch post office and if some have not, it should be easy to provide them with one. This makes it possible to organise a good reading-room in these places and to correspond with the institutions located in such villages. Secondly, most of the bazaar villages are accessible by road so that it would be convenient to inspect and supervise the work of institutions located in them from a district centre. Thirdly, as people from every village in the neighbourhood come to the central village for the bazaar once a week, in organization situated in the bazaar village can send messages or letters or parcels conveniently to the neighbouring villages and also receive messages, letters, parcels, etc., from them with equal convenience. Lastly, any institution located in

a bazaar village would provide the best opportunity of reaching the largest number of people and influencing, not only the life of the village in which it is located, but also the life in the neighbouring villages. For all these reasons, it would be better to group villages and hamlets on the basis of the weekly bazaar and to locate a Central School at the bazaar village itself.

In Gujarat, the weekly bazaars do not exist except in Adivasi areas. There the villages will have to be grouped into convenient units. The central school should be located in the principal village of the group and all the other villages included in the group should not be more than five miles distant from the principal village.

We would like to state that the principle of the weekly bazaar should be followed as a major guiding principle only in those areas where such bazaars exist. It should not be adhered to very rigidly, and if convenience so dictates, there should be no objection to locate a Central School at a place where a weekly bazaar is not held or not to establish a Central School in a village where a weekly bazaar is held.

We recommend that every district in the Province should be surveyed from this point of view. A specific plan should be prepared for each district showing (a) the number of groups in which all the villages in the district can be conveniently divided, (b) the principal village of each group where the Central School should be located, and (c) the population of each village included in the group and its distance from the principal village. The plan should also include proposals showing the existing provision of primary education in each principal village and the manner and the time in which it is proposed to establish an efficient Central School in each of them.

52. This planning of the central schools in rural areas will make it possible for Central schools as Government to provide upper primary education to the rural public at a minimum of cost and to the best advantage an integral part of the rural public at a minimum of cost and to the best advantage possible. We would, however, like to point out that this planning of social services in rural areas. problem of planning central schools cannot and should not be treated in an isolated manner. It has to be co-ordinated with the provision of secondary schools in rural areas. The next step would be to co-ordinate this planning of educational institutions with the planning of all the social services provided by other departments of Government such as the Postal Department, the Agricultural Department, the Co-operative Department, the Medical and Public Health Departments, the Industries Department, etc. For instance, the Postal Authorities should provide at least a branch post-office in every village where a central school is located; the Co-operative Department should have a Multi-purpose Society and a Co-operative Sale and Purchase Shop at these centres; the Agricultural Department should have its demonstration plots or model farms located in the central village and its exhibition, etc., should preferably be held in these places. The Medical Department and the Veterinary Departments should locate their dispensaries and sub-dispensaries in these places only, unless there are very strong reasons to the contrary. If all such social services provided by Government are thus planned comprehensively and co-ordinated properly in rural areas, there is no doubt that best results will be obtained at a minimum cost. We, therefore, recommend that the planning and location of central schools in rural areas should not be treated as an isolated problem. It should be co-ordinated with the provision of secondary schools and more generally, with the planning of all social services provided by all departments of Government. In our opinion, the planning of educational institutions should be the pivot round which all other social services in rural areas should be planned and co-ordinated.

53. Our attention has been drawn to such a comprehensive plan of social services in rural areas attempted in Kolhapur State. This An illustration of comprehensive planning. State has a population of about 10,92,000 (1941 census) and 1,056 villages and towns. These have been divided, on the principle of weekly bazaars, into 73 groups of villages and hamlets. All groups, however, are not of the same size and they are, therefore, divided into three groups in order of importance

which have been designated "A", "B" and "C". The educational services to be provided at each of these centres have been worked out in detail and similar plans have been prepared for every social service activity of Government. Lists showing the villages in each group with their population and distance from the principal village have also been prepared and published. We suggest that similar surveys be made for every district in this Province. These surveys will not require heavy expenditure nor a long period of time, and we, therefore, strongly recommend that they may be carried out for every district in the Province as early as possible. A short note on the Kolhapur survey is enclosed for purposes of ready reference.

Planning of Social Services in the Rural Areas of the Kolhapur State.

The object of this plan was to evolve a comprehensive and co-ordinate system of social services in the rural areas of the Kolhapur State. It included the work of the following departments, within its scope, viz., (a) Education, (b) Public Health and Medical Relief, (c) Agriculture, (d) Veterinary and Live-stock Improvement, (e) Marketing, (f) Co-operation, (g) Village Industries and (h) Local Self-Government.

The social services provided by Government were divided into two categories : (a) the services that ought to be provided for in every village ; and (b) the services that can only be provided jointly for a group of contiguous villages.

The first of these categories included such services as (a) a school teaching up to Standard IV at least ; (b) some source for supply of good potable water ; (c) an approach road ; (d) an organization like the Village Panchayat which would perform the municipal duties in the village ; and (e) a co-operative society. Although every village was expected to have each of these institutions, it was made clear that each one of these institutions need not have its own independent staff and that "Group Secretaries" may be appointed for Village Panchayats or Co-operative Societies.

In order to provide social services which can be shared only by contiguous groups of villages in common, such as a primary school teaching up to Standard VII, a high school, a medical and veterinary dispensary, a marketing centre, etc., the whole area of the State was divided into 73 groups on the principle of *Weekly Bazaars* on the ground that "it is an institution that has sent its roots deep in the social and economic life of the rural areas and every plan for the amelioration of villages must take note of this institution". Every village where a bazaar is held was treated as the "centre" and all the villages situated in the neighbourhood which attended this bazaar were tagged on to it to form a "group". The following is the typical example of the manner in which these groups were formed.—

Sr. No. of the group.	Central village of the group.	Name of villages included in the group.	Taluka or Peta.	Population of village.	Distance of the village from the centres (in miles)
16	Bazar Bhogaon.	Bazar Bhogaon ..	Panhala ..	1,027	0
		Pohalwadi ..	" ..	495	3
		Motayiwadi ..	" ..	122	2
		Valoli ..	" ..	537	2
		Varnul ..	" ..	243	3
		Kaljavade ..	" ..	519	4
		Pohale, ..	" ..	606	2
		Pobare ..	" ..	285	5
		Manwad ..	" ..	477	8
		Pisatri ..	" ..	273	7
		Kisarul ..	" ..	770	2
		Pat Panhala ..	" ..	592	2½
		Parle Turf Borgaon ..	" ..	444	1
		Borgaon ..	" ..	959	½
		Undi ..	" ..	435	3
		Nivade ..	" ..	489	3
		Ghotawade ..	" ..	547	2

It was found that all these
It was, therefore, decided
namely, A, B and C in propo
for social services to be pro
Education Department, the G.
services :-

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A centre of Group "A" should have

(i) A middle school teaching
ably the latter;

(ii) A boarding house attached to the middle school. The usual
experience is that a secondary school is not efficient nor
useful unless it provides hostel accommodation on a large scale;

(iii) A full-fledged primary school;

(iv) A Physical Education Centre which will include provision for mass
drill activities, modern games, a modern type of gymnasium, and some provision
for holding inter-school and inter-village sports for the neighbouring areas;

(v) A reading room with at least one daily newspaper. The number of
weekly papers or monthly magazines will depend upon the funds available;

(vi) A library of a fairly big size;

(vii) Some provision for adult education and continuation classes for those
people who had to discontinue their education on economic grounds but who still
desire to add to their knowledge;

(viii) Wherever possible, an agricultural plot or a workshop should be
attached to the educational institution in order to provide instruction in agricul-
ture or in suitable village industries.

Except when the local conditions are such as to make it impossible, a fairly
extensive area should be selected at this centre and all the above educational
activities should be provided in that area alone. Each educational institution may
have its own separate building; but there will be a great advantage and economy
if all of them are located on the same plot. This plot should be so big as to
provide for all these educational institutions, all the necessary play-grounds and
even for the residential quarters of teachers.

It is not necessary that all these institutions should be brought into existence
immediately; but the planning should be chalked out and consistently followed
until the full development of the centre is reached. At every step, monetary and
other co-operation of the local population should be sought for and obtained.
In fact, Government assistance to the centre should be in direct proportion to the
local effort.

A centre of the "B" type should have the following educational facilities :-

(i) A middle school teaching up to Standard VII or preferably up to
Standard IX;

(ii) A full-fledged primary school;

(iii) A reading room with weekly papers and monthly magazines. It should
also provide one daily newspaper in case postal facilities exist;

(iv) A small library;

(v) A Physical Education Centre of the same type as in Group "A" but
on a much smaller scale;

(vi) An agricultural plot attached to the local educational institution;

(vii) An Adult Education class.

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The g and development of the Centre of the "A" groups. e will apply *mutatis mutandis*, to the centres of "B" groups. Plans for A, B and C groups for each of the other Social Service Departments mentioned in paragraph 1, were also prepared.

The advantages claimed for this plan were the following :—

- (i) It will quickly develop a few centres and make them into model villages at no distant date;
- (ii) It will bring the services of each Development Department of the Government within easy access of all citizens of the State;
- (iii) It will eliminate over-lapping and waste of funds;
- (iv) It will secure the best return for the money that may be spent by Government on the provision of social services in rural areas; and
- (v) It will provide amenities of cultured life in rural areas and prevent considerably the migration of people from villages to towns, and also induce the officers of Government to settle down in rural areas and to take a greater interest in them.